

**DISTRICT PRIMARY EDUCATION PROGRAM (DPEP)
FIFTH JOINT SUPERVISION MISSION
(March 9-21, 1997)**

AIDE MEMOIRE

I. Introduction

1. The Government of India (GOI) and the funding agencies supporting the District Primary Education Program (DPEP) monitor its progress twice yearly. Nominated educational experts and specialists act as independent professionals and form the supervision team. Terms of reference are agreed between the agencies and the Government of India. There have been four supervision missions. Responsibility for leading the missions has rotated among the partner agencies and the Government of India. The first mission was led by the World Bank (WB) in March 1995 followed by the European Commission (EC) in September 1995, the Government of India in June 1996, and the Overseas Development Administration (ODA) in October-November 1996.
2. The fifth Joint Supervision Mission, led by the World Bank, was undertaken from March 9-21, 1997. Its overall objective was to assess implementation progress as well as to assist the DPEP Bureau and State Project Offices (SPOs) in identifying and addressing areas of concern. In addition, the terms of reference for this mission had specific thematic foci reflecting two areas of concern identified by the fourth mission, namely, pedagogical improvement and district annual work planning and budgeting (AWPB). This Mission consisted of the following members: a) nominated by the Government of India, Messrs./Mmes. V.K. Agnihotri, Shyam Menon, Anupam Ahuja and Sharada Jain; b) nominated by the European Commission, Ms. Mervi Karikorpi and Messrs. Wim Biervliet, Peter Gam Henriksen, and David Theobald; c) nominated by the Overseas Development Administration, Ms. Barbara Payne and Messrs. Colin Brock, John Shotton, and David Smawfield; d) nominated by the Government of the Netherlands, Mr. Ron Kukler; e) nominated by UNICEF, Ms. Desiree Jongsma; and f) nominated by the World Bank, Messrs. Thomas Eisemon (mission leader), Adriaan Verspoor, Juan Prawda, Jacob Bregman, N.K. Jangira, and Saurav Banerjee. Ms. Seema Agarwal, representing the United Nations Systems Education Program, participated as an observer.
3. The fifth Joint Supervision Mission visited eleven districts in four DPEP I (Assam, Haryana, Madhya Pradesh, and Kerala) and five DPEP II states (Andhra Pradesh, Gujarat, Himachal Pradesh, Orissa, and West Bengal). In order to increase scope for in-depth data collection, SPOs were asked to limit the number of districts and institutions visited, although this still did not permit sufficient opportunity for reaching firm conclusions. The Mission wishes to thank the DPEP Bureau and the SPOs for making logistical arrangements and preparing background reports.
4. ~~Key~~ **Key** briefing documentation provided to the Mission by the DPEP Bureau was both ~~impressive~~ **impressive** and helpful and reflected in its quality, the growth in knowledge, understanding,



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and capacity that has occurred in the project as a whole over the past six months. The overview document, in particular, represented a step forward in terms of the analysis undertaken and the achievements, concerns, and issues identified. The civil works and pedagogical improvements sections were exemplary in this respect and it should now be the aim to make all future overview reporting equally succinct. Insofar as the report on follow up actions is concerned, future missions would be satisfied with a more concise summary of actions taken on only those recommendations which were most critical or especially problematic. The tabular presentation of performance indicators was useful to the Mission in identifying progress and previously problematic areas such as civil works implementation and areas of continuing concern, notably, lack of progress of implementing research activities. A future challenge also exists to improve the presentation and consistency of the performance indicator data.

5. Follow-up actions on advice provided by previous missions have successfully addressed most major recommendations except those of the fourth Joint Supervision Mission relating to ensuring implementation readiness in Gujarat. A particularly important achievement has been the production by the DPEP Bureau of a district AWPB appraisal manual as well as a draft management plan for decentralization of certain central level responsibilities. This now provides a basis for further consideration of the criteria which might be used to assess the readiness of states to take on devolved responsibilities, how these might be prioritized, and the drawing up of a time-bound action plan. The Mission is supportive of measures to strengthen and accelerate the decentralization process, including steps to encourage state and district level authorities to more fully exploit the financial flexibility DPEP allows and to increase use of Management Information System (MIS) and other project performance data for planning, priority setting, and budgeting.

II. General Overview

6. Implementation progress of DPEP been sustained since the last supervision mission, albeit with considerable variation between states and between components and with different emphases in DPEP I and DPEP II states. In DPEP I states, the key challenge is to strengthen the focus on expansion of the capacity of the system to meet the increased demand for education, improve teaching learning processes, and increase choice and flexibility in the context of a participatory AWPB process. In DPEP II states, the central issue is to ensure a smooth start up of project activities.

7. Access and retention. Although reliable data are not yet available, impressionistic evidence and some existing data sets suggest that in many project districts, primary enrollments have increased considerably since the last year. The activation of the Village Education Committees (VECs) and the widespread awareness building activities are thought to have made important contributions. These have been reinforced by the opening of Early Childhood Care and Education (ECCE) centers, the development of opportunities for alternative schooling and targeted efforts to enroll girls, tribal, minority, and working children. However, in several instances, states have found it difficult to respond to this influx of students, especially as the construction of classrooms has been slow to take off and

opportunities for cost reductions have not been fully exploited. Moreover, teacher vacancies, exacerbated by the sub-optimal deployment of teaching staff, has resulted in overcrowded classes in many districts. Unless determined measures are taken to accelerate classroom construction and rationalize teacher deployment, the success of the DPEP's demand mobilization efforts may jeopardize achievement of its quality improvement objectives.

8. Increased learning achievement. Although much has been accomplished in terms of putting in place project activities designed to bring about improvements in classroom practice, more remains to be done. In several states, opportunities for in service teacher training backed up by monthly cluster meetings and school based support have covered all teachers at least once; in all others, progress towards full annual coverage is well underway. In all states MLL (Minimum Learning Level) textbook revisions are in progress and supplementary materials are being developed while teachers are being trained to prepare low cost teaching aids. However, the articulation of the training modules with MLL curricula, textbooks and instructional materials needs to be strengthened. The impact on classroom practice is still uneven. The challenge is now to improve the content based on confirmed training needs, produce more materials that provide structured instructional guidance to teachers including tools for continuous assessment, strengthen school based support, systematically monitor the impact of such inputs on classroom practice and, perhaps most importantly, to co-ordinate interventions leading to a process of continuous whole school improvement. Critical to the success of these efforts are actions to ensure that policies related to days of instruction and contact hours are enforced, and teacher and student attendance is closely monitored.

9. Institutional Development. Program management has been greatly strengthened by the much improved AWPB process, which is now more participatory than in previous year generating significant ownership by Village Education Committees and local authorities. Moreover, the AWPB documents are beginning to incorporate MIS and micro planning data resulting in more clearly defined and more contextual work programs and better targeting of resources. Yet, the plans often are overly optimistic about the possibility to make up delays. The DPEP Bureau is tightening up this process and is planning to sharply limit the allocation of funds to states that have built up large unspent financial balances. Yet significant challenges remain. To become fully effective the AWPB needs to be increasing based on reliable Performance Management and Education Management Information Systems (PMIS and EMIS) data, on progress towards key project objectives, systematic information on classroom processes and evaluations of innovative activities and take into account resources available from other related programs. At the same time, participants in the AWPB process should be made aware of the built-in flexibility of the mechanism and the opportunities for choice in resource allocation based on an increasingly rich information base.

10. At the state level, program management capacity continues to improve. Several SPOs are quite effectively providing technical support to districts on managerial and technical matters. State resource groups (SRGs) play an increasingly important role in this process. Moreover, several states are now moving to address the longer term capacity building issues of strengthening State Councils of Educational Research and Training (SCERTs) and District Institutes of Education and Training (DIETs) which in many states remain weak and

poorly prepared to support DPEP. Block and Cluster Resource Centers (BRCs and CRCs) are operational in all states.

11. As the program expands, new management challenges must be addressed. Central to this will be the empowerment of SPOs through the decentralization of selected nationally managed activities, along the lines suggested in the DPEP Bureau's decentralization plan, to those states that have demonstrated their ability and express the desire to manage these. A second priority is the strengthening of the research and evaluation program in the states to enrich the information base for project planning, remedial action and resource allocation decisions. Third, as the demands for more and better technical inputs in the program activities increases, DPEP I states will need to reach out increasingly to institutions outside the government sector, while central technical resources are to be targeted increasingly on the DPEP II states and towards state level capacity building.

12. The DPEP II states' progress must be measured against indicators for implementation readiness. The 1996/97 AWPBs of these states had emphasized, in particular: (i) awareness building among DPEP stakeholders; (ii) strengthening the managerial and technical capacity of the SPO and other state institutions; (iii) initiating the process of pedagogical renewal and improvement; and (iv) establishing the physical and human infrastructure for teacher training.

13. In Andhra Pradesh (AP) and Himachal Pradesh (HP), progress has been made with regard to all four objectives. State and District Project Offices (DPOs) are adequately staffed. State Resource Groups (SRGs) have been established. Visioning workshops have been conducted. Andhra Pradesh (AP), in addition, can build on the experience of the AP Primary Education Project which has provided it with updated textbooks, a stock of supplementary materials, a network of teacher resource centers and an extensive experience in in-service teacher training. AP has already begun classroom construction with strong community participation as has been the case in HP. HP is ready to start construction of Block Resource Centers and classrooms. In Orissa, DPO and SPOs are functioning, designs for civil works completed and construction is expected to start shortly. Plans for the implementation of a teacher training program have been prepared during a National Workshop on Pedagogical Renewal in Udaipur. In West Bengal, implementation has not yet started as project funds for implementation have not yet been released. However, key SPO and DPO staff are in place, a large number of capacity building workshops have been held and communities have been mobilized.

14. In Gujarat, progress has been much slower. Awareness building activities have been uneven at best. The DPO are not yet fully staffed and there are still a large number of vacancies in the SPO. The technical resource group (TRG) is still in a formative stage. Preparation for civil works is lagging. The situation in Gujarat will require close monitoring and technical support from the Bureau. Approval of the FY97/98 AWPB should be postponed until evidence of accelerated implementation is available.

15. The Mission notes with satisfaction that the Distance Education Program (DEP-DPEP) has been launched at Indira Gandhi National Open University (IGNOU) in collaboration

with National Council for Educational Research and Training (NCERT). This has the potential to evolve into a useful resource for in-service training.

16. In general, implementation in DPEP II can be expected to take off much faster than in DPEP I, provided opportunities for cross-state sharing of experience are fully exploited and national resource institutions give priority to DPEP II states for technical support.

III. DPEP I

17. It is clear that significant progress has been made in DPEP I states. This is more evident in the enabling areas such as increased awareness, devolved ownership in planning and other processes, the establishment of MIS systems and capacity building through civil works than in interventions to promote quality improvements. To some extent these are still in the formative stages of DPEP. But it is also due to the more complex task of improving the quality of learning. So while many of the institutional components of the project are now in place, improving quality of classroom practices requires considerable enhancement through teacher education, curriculum development and the evaluation of pupil progress. This may begin to happen when the increasing co-ordination of interventions is paralleled by a concentration on whole school improvement. Outreach to special focus groups and girls is developing quite well, but now needs to embrace children with special needs as well. Whole school improvement will also be enhanced by greater attention to providing a healthy physical environment.

Capacity Building/Civil Works

18. Across DPEP II states visited, the Mission found key institutions, with the exception of State Institutes for Educational Management and Training (SIEMTs), established and functioning, though they are often very weak. State Resource Groups have been established in all states, and the Mission has taken note of how their roles and focus currently vary, according to perceived priorities and needs. Many DIETs and State Councils for Educational Research and Training (SCERTs) are still far from being fully staffed. Others are resourced by inadequately trained personnel, and experience problems in focusing on DPEP activities due to other demands. Most DIETs and SCERTs may also be characterized as somewhat inward looking, lacking in adequate facilities, and with roles and functions as relating to DPEP insufficiently defined.

19. In Kerala, DIETs are fully staffed and focused on DPEP. The outward looking approach of Madhya Pradesh in promoting institutional capacity building through networking: specifically, through close collaboration between the SCERT and Non Governmental Organizations (NGOs) on a range of key state level support tasks, is also noteworthy. Networking may, as well, take the form of collaboration with universities and other autonomous institutions. The Mission recognizes the implications this has for the TSG and the SRGs in facilitating the formation of such links and in better defining roles and functions.

20. The above suggest possible ways forward for other DPEP states to consider in relation to SCERT and DIET strengthening. Similarly, the Mission strongly encourages states and districts to address those staffing problems which have so far proved intractable through considering the option of

appointing resource persons on a medium to long term contract basis (say, three years duration in the first instance). Haryana has found a way of recruiting personnel under contract terms and conditions. A contract mode of appointment can overcome qualification requirements which may otherwise prove constraining and at the same time create opportunities to introduce others, such as requisite experience as a successful primary educator. A further way to help build capacity is the secondment of staff for learning purposes. This could be inter-district, inter-state, and also between governments, NGOs and private sector.

21. In all districts visited, most VECs were in place, operational, and active. Those which are most successful, typically, appear to be those where good integration exists between the VECs and mother-teacher associations and/or the Panchayati Raj.

22. There is ample evidence of teachers using the Rs. 500 grant for the acquisition of instructional materials, and of schools spending the Rs. 2000 on school related expenditures. Nonetheless, the one lakh district innovation and twenty lakhs state innovation funds have not yet been used.

23. The Mission has been impressed by the many serious attempts which have been made over the past six months, to study successes through national workshops and cross-state visits. This should continue. One priority could include a need for further review and reflection, including continued cross-state learning, in relation to cluster resource centre functioning and arrangements. Attempts could, for example, be made to draw out lessons on a manageable number of participating schools and size of geographical radius, and under what circumstances. Clusters can, and do, function in a number of ways to underpin teacher training and support pedagogical improvement. Which appear to be most effective and why? And what are the implications for the role and functioning of BRCs and the design of BRC and CRC buildings? There is a concern about the very low number of women cluster coordinators. A challenge exists to develop strategies to address this.

24. In most of the states visited, progress in the construction of SCERTs, SIEMTs, and DIETs, has been slow. The designs of some of these facilities are being finalized. Assam excepted, states have either completed or are in process of constructing the BRCs and CRCs.

Increasing Access, Reducing Dropouts and Repetition

25. School enrollment has begun to increase in DPEP states as a result of increased household demand. This requires higher investment in teachers, classrooms and other school facilities. School mapping, EMIS data and data originating from household surveys undertaken annually at the village level should provide states, districts and schools with tools and instruments to assess the magnitude of additional facilities required to support higher enrollment levels. It can also assist in better assessing discrepancies in teacher-pupil ratio between urban and rural areas, between schools located near the district or block centre and those in the periphery, and between schools catering for mainstream and disadvantaged groups. The appointment of new teachers based on increased enrollments is complementary to efforts noticed in Madhya Pradesh and other states to fill vacant teachers' posts. This is necessary for creating better learning environments which could enhance retention and reduce drop-outs.

26. Haryana, after a slow start, is speeding up its construction. Evidence of imaginative thinking about school construction is now emerging may be related to national workshops and perhaps also from increased knowledge of experiments with a range of construction options evident in Andhra Pradesh. Maintenance and safety of schools are also critical to access, and the states need to develop comprehensive plans for this. Support from the TSG, through workshops and state visits should continue. VECs need to be encouraged to make choices about civil works which exploit the flexibility that DPEP allows.

27. Despite the improvements that have been achieved in some areas, the idea of the whole school compound as being the desirable unit of physical facility has not been sufficiently perceived. Such an approach would enable the planning of buildings/classrooms, play space, boundary wall, sanitation and clean water supply to be planned as an integrated whole. If only such "units" were to be certified as meeting minimum requirements of construction, then the learning environment would be significantly enhanced.

28. Sanitary facilities have to be delivered, with particular attention to needs of girls. Even where both toilets and water are provided, the lack of coordination in the construction schedule leads to misuse and potential health risks. Finally, although aspects of sanitation are included in the curriculum they do not appear to have been learnt, so that existing toilets are often not used. It is felt that, from a variety of sources (e.g. MIS, other official data, and village mapping), states and districts do now have the capacity to triangulate information in support of effective planning and delivery in this important area. Consequently, the following action points may be considered. States which have identified the need for toilets and clean water should establish norms for the delivery of these facilities in proportion to student numbers; states should also establish norms for whole compound development. Both sets of norms should be backed with measures to ensure compliance and agreed behaviors for the use of all physical facilities by students and staff.

29. In Haryana, EMIS data for 95/96 and 96/97 revealed a 10% rise in enrollment and an even higher enrollment for girls in comparison to boys. Blocks in Assam reported increases in the range of 16-30%. Also, data relating to retention seem to be most encouraging. However, with the present available assessment tools, it is difficult to capture the phenomena of drop-out in a reliable way. The disparate distribution of special focus groups makes allocation of school facilities complex.

30. Greater attention now needs to be paid to other target groups such as migrant communities, working children and children with learning disabilities. There is evidence of the awareness of these particular needs in some places in the form of local initiatives and the beginnings of small scale research. Indeed, the whole area of research and evaluation as an enabling component of enhanced accessibility of schooling and pupil retention could be given more support at all levels.

31. In addition, distance learning techniques can have an important part to play not only in reaching disparate target groups, but also in enabling special dedicated curricula components to be designed with user participation. The Distance Education Project at IGNOU might usefully assist such an effort.

32. There are notable efforts to address the needs of special focus groups, such as multigrade provision for tribal communities in Kerala and minority group NFE centres in Assam. Madhya Pradesh is in the process of evaluating the effectiveness of its alternative schools. Other states could benefit from the procedure devised for this task and from whatever findings emerge.

33. On the basis of the above observations, the following action points may wish to be considered: further attention to the generation of hard data to enable evaluation of provision for special focus groups and especially on what is most cost-effective; the development of more coherent strategies for identifying and then meeting the special needs of such groups, as well as for consolidation of achievements already gained.

Improving Teaching and Learning Outcomes

34. This is at the center of DPEP educational activities, as evidence of achievements here would also reflect success in the capacity building and other enabling operations that constitute the other components of the program. In Kerala, there is evidence of teachers applying newly learnt techniques such as group work in the classroom from project training programs. The availability and appropriate use of visual aids in classrooms was also observed in Haryana, Assam and Madhya Pradesh. Some improvements may be directly linked to the dedicated use of the Rs 2000 school grant, managed by the VEC as well as to the Rs 500 teacher grants. One noteworthy example is the purchase of materials to establish school libraries in Haryana. In Kerala, there has been co-ordinated teacher training, materials and curriculum development that is worthy of note. There has also been some evidence of training impact in Madhya Pradesh and Haryana. In the latter state, whole school teacher training has been focused on language work this year and will be focused on mathematics for 1998.

35. Greater convergence with DPEP curricula developments is desirable in the interest of fostering a "whole school" approach to quality improvement. The whole school approach is characterized by the collective enhancement of the capacity of the teachers, through reflection and sharing. It also relates to a holistic approach to curriculum development that encompasses Grades I through V. While some enhancement of both curricular and teacher capacity will be gained from training, a significant proportion will derive from better identification and use of local and school specific resources. It is here that the whole school and the resourceful teacher concepts come together in the context of the community and the local environment within which the school is located.

36. Resourceful teachers have three particular characteristics. They set their own targets for improvement; develop their own differentiated resources, including stimulus materials that are activity based and multi-level; they recognize the existence and usefulness of educational resources that are part of a child's culture and which can be found within reach of the school and are immediately accessible and understandable. Sensitivity and observational skills are central to this approach.

37. Additional ways to promote the impact of teacher training which might be given greater consideration include expanding classroom support from CRCs and BRCs and deploying resource persons to facilitate development of school improvement plans by teachers and administrators.

38. Formulation of strategy for teacher training responding to MLLs for all five grades, in conjunction with plans for related materials support/production, is now necessary if the modest lift off already achieved is to be taken full advantage of. Another important task is that of upgrading the knowledge base of teachers and, especially, in training them to develop diagnostic assessment instruments for regular monitoring of student performance. A start has been made in Grade I in Madhya Pradesh. Greater use of video facilities for teacher training may assist progress, as might further consideration of the potential of distance learning approaches for certain locations/or target groups.

Improving Management and Strengthening District Planning and Decision Making

39. The Mission noticed a marked increase in participatory processes in AWPB production and development. This is an important step towards district specific data and research driven AWPBs, enhancing ownership from the community level upwards of need-based plans for DPEP resource investments. In particular, financial adjustment measures appear to be applied in an improved way.

40. The Mission commends the plans in Assam to provide feedback on final AWPB decisions to all stakeholders, and it recognizes the high degree of specificity in process and outcomes of the Jind district AWPB 97/98, compared to the plans of the three other Haryana districts. The Mission also wishes to acknowledge the very substantial overall progress that has been made in Haryana since the concerns expressed by the second Joint Supervision Mission. The role played by the DPEP Bureau in supporting this has been an important one. The ability to diagnose under-performance and take appropriate remedial action is essential to the future success of DPEP as a whole. There is now a challenge to develop further this kind of capacity at SPO level in all DPEP I states.

41. What will also strengthen the AWPB process even more, concerns the need for increased understanding and response, at all levels, to the flexibility DPEP allows for project allocations. The Mission strongly encourages increased use of MIS data and evaluation findings to inform future plans. For instance, not only is there scope, but it is also highly desirable, for districts to critically reassess their original seven year plans to reflect better knowledge of needs and lessons of what interventions appear to be most successful and cost-effective in relation to the achievement of DPEP objectives.

42. The Mission found very substantial progress in respect of PMIS/EMIS operation. Systems are largely functional, except in Karnataka and Maharashtra. In most cases data for two years of project activity are now available. It has been observed that, presently, utilization of MIS data is mainly "upwards" (i.e. from district to state, and from state to the centre) and it is important that two-way information flow and use soon becomes more even.

43. There has been experimentation and development relating to the basic EMIS model. NIEPA is presently working on a format for block-wise listing of schools enabling block-wise comparison of schools and more easy verification of some basic data. Both Madhya Pradesh and Kerala have developed separate computer databases to capture the results of house-to-house surveys and village mapping activities. These are providing good possibilities for incorporating complementary data in the planning process and for cross-checking reliability of EMIS data. Madhya Pradesh, for example, has already been able to demonstrate that its EMIS data is significantly inflated and is taking a lead in its

attempts to address this problem. The Mission endorses the DPEP Bureau's proposal to carry out a quality control process to assess the reliability of the EMIS data in a five percent sample of DPEP primary schools.

44. It is important that all DPEP states find and introduce ways to triangulate and quality control EMIS data. Sample household surveys represent one obvious possibility. VECs and Panchayati Raj institutions can also play an important role in data verification and the Mission welcomes the thought that a number of states are giving to finding ways of ensuring such involvement. It may, for example, be helpful if future EMIS booklets incorporate in their proforma the requirements of third party signatures attesting to data accuracy.

45. Of possible wider interest to other DPEP states, Madhya Pradesh has developed and is successfully operating an Integrated Project Management System in which the basic EMIS is subsumed. This more sophisticated database allows for the gathering of extremely important data in relation, for example, to attendance (of pupils and teachers) and the number of days on which schools are opened. Not only will such data provide a far more meaningful understanding of what is happening in relation to pupil retention and school performance, but also the mere process of information gathering of this kind has the potential to be a very powerful tool in raising standards of efficiency and accountability. Data on number of days schooling have particular significance for the design and standardization of programs of instruction and MLL testing.

46. The time may now be approaching to attempt to draw some lessons from the experience of setting up PMIS/EMIS in DPEP I and in particular those states that have experimented with complimentary systems of data capture. Such analysis and evaluation may well have important implications for the development of second generation MIS, especially in DPEP II and DPEP III states. The Mission welcomes the initiative of the DPEP Bureau to implement case-studies on MIS data using attractive multi-media approaches to create increased awareness of how data may be used to inform the planning process.

IV. DPEP II

47. It is satisfying to note definite indications of preparedness in Himachal Pradesh and Andhra Pradesh for the project components and inputs to be initiated. There is less progress in Orissa, and the situation in Gujarat gives cause for concern.

48. Many lessons have been learnt from the formative experience of DPEP I. These include: the advantages of defining a limited number of priorities for early implementation; low cost and locally appropriate technologies can result in significant cost savings; good environment building will result in increased demand for education; primary school teachers themselves can contribute to material development and as trainers; NGOs and other institutions can make important contributions; microplanning is a valuable tool for building ownership and generating a more reliable database; monitoring the impact of training on classroom processes needs to be undertaken from the outset; and structured Alternative Schooling can bring opportunities for access to disadvantaged children and girls.

49. In summary, applying these lessons requires a focus on the individual schools as corporate entities, communities in which they are situated and sub-districts as centres of project activity. Much of the action in the next six months might be concentrated there. Such local activities merit as much attention as creating institutional capacity at higher levels. Community involvement can and in many DPEP II states is being mobilized in relation to the construction of schools. This fosters community ownership of decisions relating both to the physical environment of primary education and the contribution of local human resources.

50. Most DPEP II states do have strategies to address equity issues pertaining to gender and special efforts at making school accessible and meaningful to children in tribal areas. Andhra Pradesh is beginning to implement an interesting initiative to bring working children into an alternative schooling arrangement in collaboration with an NGO, while Gujarat is examining possible alternative schooling arrangements for children of laborers who are seasonal migrants. For children with disabilities to be brought into school and to be provided a meaningful learning opportunity has yet to be addressed in the design of teacher training and learning materials in most states.

Capacity Building/ Civil Works

51. There are strong indications of developing capacities at an institutional level, though these vary from state to state. In Andhra Pradesh, serious attention has been paid to staffing state level apex institutions. In Himachal Pradesh, there has been a focus on improving the capacities of CRCs and BRCs. In Gujarat, the basis for building the capacity of Gujarat Council of Educational Research and Training (GCERT) has been established. In Orissa, orientation training has been undertaken for DIET staff and in West Bengal, a base has been established for the development of the key state and district institutions via the convergence of the Panchayati Raj and the administrative and educational service. The issue of collaboration with NGOs is also being addressed in some places. The Joint UN Primary Education Program can also be used to facilitate convergence especially with NGO initiatives.

52. The areas of management, planning, monitoring and MIS all exhibit some good practice and innovation in the first year of DPEP II. Some of this is based on appreciation of positive experiences in some DPEP I states. This includes recognition of effective management of information and strong local ownership. Attempts at planning in a participatory manner and linking district management decision making structures and SPOs are being mapped out. In West-Bengal and Himachal Pradesh, state plans have been aggregated from district plans and effective working relationships are being developed between the two management levels.

53. In general, a participatory approach was taken to compile AWPBs. VECs were involved by the districts, in many cases for the first time. As ownership and motivation grow, gender, social and tribal concerns have emerged as key issues. In some districts and states the Panchayati Raj institutions are participating in the planning process, bringing convergence between project activities and mainstream district development initiatives.

54. Workshops on micro-planning and school mapping, which underpinned AWPB preparations, were positively evaluated by participants. States and districts requested more "sharing of best-practices" to be organized to improve their planning techniques. In Andhra Pradesh, mapping activities

V. The Way Forward

60. As DPEP implementation moves forward and the program matures and expands, a new set of challenges is appearing. Perhaps the most critical one is to put in place an enabling environment which creates the conditions in which the inputs provided by DPEP can indeed result in improved classroom processes and increased learning achievement. This implies that each state will need to review its policies and practices with respect to enforcement of the length of the instructional day, the number of days of instruction, grade repetition, recruitment and deployment of teachers to move towards a student ratio of 40:1, assignment to teachers of non-educational tasks and monitoring of teacher and student attendance. Failure to address these issues at the state level is likely to jeopardize progress towards the DPEP objectives especially where the program is expanding rapidly.

61. At the same time, now that most states DPEP have laid the foundation for accelerated implementation, it is important to ensure that quality of the program is sustained and continuously improved. This will require, **for the DPEP I states**, taking advantage of the built-in flexibility of the AWPB resource allocation procedures, establish a process for the continuous improvement of teaching and learning and increasing support research and evaluation. Specifically, the Mission recommends that the DPEP Bureau ensures that :

- the implementation of the AWPB process becomes increasingly flexible. Resource allocation decisions should be based on reliable data (including PMIS and EMIS), on progress towards key project objectives, systematic information on classroom processes and evaluations of innovative activities, while taking into account resources available from other related programs. Moreover, the AWPB process can be used as a basis for identifying remedial actions. Participants should all understand the flexible nature of the district plan allocations and the opportunities for choice with the broad DPEP parameters. Finally, the social auditing role of the Panchayati Raj institutions to monitor project implementation at the village level can be expanded. The Mission would expect evidence of this evolving process in the 98/99 AWPBs.
- states emphasize three activities critical to improvement of the teaching and learning process: (i) refocusing teacher training into an integrated teacher training program which concentrates on developing the concept of the resourceful teacher, building on successful initiatives including those developed by NGOs; (ii) setting up academic monitoring systems at the district level which will support teachers in their professional development; and (iii) encourage and support whole school improvement while addressing teacher driven needs. The Mission would expect evidence of progress in this direction to be available in about 12 months.
- the information base for resource allocation is improved by strengthening the DPEP support for research and evaluation. Specific consideration should be given to: (i) ensuring free access to the national research community to data collected by DPEP; (ii) disseminate widely in the Indian social science research community the availability of research grants to fund research on topics of importance to DPEP; and (iii) providing support for post-graduate research and training in fields of expertise pertinent to implementation of DPEP activities such as educational psychology and

management, curriculum and instruction, etc.. The Mission would expect that a first round of awards will have been made by the time of the mid-term review.

- formal agreements are reached with DPEP states on the devolution, in a time-bound manner, of selected activities to those DPEP I states that have demonstrated the capacity to manage these effectively, based on a set of transparent criteria. The Mission would also expect these agreements to be operational by mid-term review.

62. The DPEP II states are at a different stage in the implementation process. Although funding is not yet in place, West Bengal is well prepared to take up DPEP activities. Himachal Pradesh and Andhra Pradesh are providing examples of good start up practice. They have defined clear implementation priorities and followed through on them. In all DPEP II states, the capacity that has been developed and the plans that have been prepared now need to be translated into actions. Specifically, the Mission recommends that the DPEP Bureau ensures that:

- project start up in Gujarat accelerates immediately. This means that the recommendations of the fourth Joint Supervision Mission are implemented forthwith. Furthermore, the DPEP Bureau, in conjunction with the national resource institutions, needs to facilitate an intensive learning process at the state and district levels through the provision of technical support and arrangements for systematic cross state-learning. A three month action plan with measurable indicators should be developed by the SPO in collaboration with the DPEP Bureau. A progress review by a formal internal supervision mission should be undertaken at the end of the period. Approval of the 97/98 AWPB should be postponed until progress is made in the implementation of the 96/97 AWPB;
- technical support by the TSG and national resource institutions is increasingly focused on the needs of DPEP II states. The 97/98 AWPBs of these institutions may require adjustment to reflect this shift in emphasis;
- a program of systematic sharing of experience between DPEP I and DPEP II states is developed which may in addition to national workshops include secondments of staff and mentoring visits by experienced DPEP I project personnel.

**DPEP FIFTH JOINT SUPERVISION MISSION
(March 9-21, 1997)**

ANDHRA PRADESH STATE REPORT

I. Introduction

1. Mmes. Anupam Ahuja (GOI) and Barbara Payne (ODA) visited Andhra Pradesh March 10-14, on behalf of the Fifth Joint Supervision Mission, to assess progress since implementation start up in September 1996 and to discuss emerging strategies for pedagogical and quality improvement; and processes and mechanisms for improving District planning and decision making. At the State level, the team met with Education Ministry Officials, the SPD and his officials in the SPO, The Director and faculty members of the SCERT, the Director and staff of the SIET and NGO representatives. In Vizianagaram, the team interacted with the Finance Secretary for Andhra Pradesh, the DM and Joint DM, The DEO, APCO and DPO officials, Social Welfare Department representatives, the Director of the DIET and DIET lecturers, MEOs, Panchayat representatives, VEC representatives, teachers, Womens groups, members of local communities and children.

2. The Team would like to thank the Education Secretary to the Government of Andhra Pradesh, Mr. M.V.P.C. Sastry, the Commissioner and Director of School Education, Dr. P. Subrahmanyam, the State Project Director Mr Ghiridhar and the DM and Joint DM, DEO and APCO, Vizianagaram, for the excellent organization of the JSM program, the warmth of the welcome and the generous hospitality with which the team were met.

II. General Overview

3. Three state wide initiatives are currently assisting DPEP in meeting project objectives. Janma Bhoomi is a campaign to encourage communities and institutions improve and maintain their environment. This has already had considerable impact and encouraged an ethos of community self help. The second initiative, under the 10th Finance Plan, to encourage Mother Teacher Associations to set up Early Childhood Centers (ECEs) through a system of matched grant, in order to free girls from child care responsibilities and to increase their attendance, has been similarly successful. Thirdly, the setting up of Open Schools for working children by the Urban Development Department, across Andhra Pradesh, has highlighted but only partially addressed the problems for bonded children. This is also a declared priority for DPEP.

4. There has been significant and encouraging progress in the four months since the last Supervision Mission. There are a clear set objectives for the next planning stage and indications that prioritization has taken place, only after extensive consultation, analysis of the data available, reflection on last years progress and within explicit criteria.

5. The new SPO has been in place for one month. The State Project Office and the District Project Offices are fully staffed and all but a few teacher vacancies have been filled across the State. In the five districts 4980 vacancies have been filled. In Vizianagaram alone, 17,494 pupils were newly enrolled in 96/97; approximately 6,200 pupils aged 6-11 were newly enrolled in new schools opened during 96/97 and 1750 children aged 3-5 enrolled in ECEs. Project staff have undergone training in planning, management school mapping and micro planning provided by LBSNAA and NIEPA and within the state VECs have been formed in all five districts.

6. There is within DPEP in AP an explicit emphasis on building on the APPEP experience and enhancing quality. A strategy for quality improvement has been outlined in the AWPB for 97/98 which includes, improving teacher competency, adopting new methodologies, revising and developing differentiated learning materials, developing research capacity and putting in place an evaluation system. The SCERT has been active in developing textbooks, integrating teacher training modules and training trainers for key target groups (eg. teachers of Urdu and non formal education) There are plans in the year ahead to develop differentiated learning materials, such as multi-grade materials, activity packs and bridge language charts for tribal children.)

7. All newly appointed teachers have been trained. In Vizianagaram a specially coaching initiative by the DIET has attempted to raise the standard of students from SCs and STs to enable them to pass the Class 10 examination and “qualify” as potential teachers for these groups. The Social Welfare Department has developed new Ashram Schools for this purpose also. This is a vital initiative if teachers are to be provided as schools emerge in areas of disadvantage. 248 new teachers have already been appointed for the new schools planned for the current year. Teacher and school grants have been sanctioned, joint bank accounts opened and guidance as to the possible range of purchase options provided.

8. A major step forward has been taken as far as teacher education is concerned. APPEP,SOPT, MLL etc. have been integrated into one teacher training program The teacher training strategy over the next few years has been thought through. Provision will include 7 days initial in service training for all teachers 96/97 and 97/98; 4 days training program on specific themes , depending on felt needs from 98/99; 3 day follow up courses at Teachers Centers from 98/99 and 8 one day Teachers Center meetings per year. The team shares the state level concern that there will need to be constant priority given to this intervention to ensure that skills learnt in training, are fully transferred to the classroom . Attention has already been given, within the developing teacher training strategy, to minimizing transmission loss. A system for the evaluation of learning outcomes is also being put in place and an Academic Monitoring and Support Cell for teachers at the Mandal level, will be put in place in each district using a team approach involving MEOs, the DRG and DRC Coordinators. This should prove an interesting, innovative development . There is recognition at the State level that this will need careful handling and introduction if teachers are to benefit and the system work.

9. The MIS is well established at the State level and is being used to generate a detailed Pupil Achievement Card, aimed at informing parents. At the District level, software training for DPO operators has taken place and hardware is ordered with expected delivery within 15 days.

10. Social targets are being given priority. A detailed analysis of STs in the five districts has been undertaken and a strategy for tribal education is a prominent features of the 97/98 work plan. A thorough survey of tribal communities in the five districts has been carried out, detailing local specific problems and suggested interventions. The expansion of Early childhood provision is underway. 50 ECE centers were opened in the current year and 180 ECE Centers are planned in each district in the year ahead. This is a critical component in the strategy to encourage girls into schools. DPEP is also working closely with the AP Mahila Samatha Society to develop a gender strategy, elements of which include micro planning, school mapping and community mobilization activities, aimed at attitudinal change and shifting traditionally ingrained attitudes concerning the status of women ,child marriages, nutritional priority issues and the value added of educating girls. Gender issues have also been incorporated into teacher training and research activities have also been commissioned on gender issues and early childhood education

11. There are proposals in the AWPB for 97/98 to trial alternative education in all five districts (500 schools). These will cater for three specific target groups, children living in small habitations where a formal school is not viable, for working children and for “low motivation communities” where the drop out rate is high and motivation levels low. A variety of different types of schools are planned including non formal schools, residential schools, transitional schools and those run by NGOs and with the involvement of the local communities. The successful reintegration of children in to the education system by the MV Foundation, the work of Lok Jumbish, the UNICEF experience and Rushi Valley etc. have provided DPEP in AP with examples of success on which to build. There is a widening network of institutions involved in the delivery of the DPEP program and visits are planned to other states to learn from good practice (eg alternative education in MP). In the year ahead more cross district exchange is also planned. A scheme for Integrated Education for disabled children was started in AP in 1992. DPEP is adopting the schemes parameters and intends training 200 teachers per district per year to deal with different levels of disability and will provide specialized equipment. The team saw such children integrated in classrooms in Vizianagaram.

12. Community mobilization to date has been demonstrably successful, particularly in tribal areas where there is evident demand for education. A variety of awareness raising techniques has resulted in a remarkable commitment from communities, to provide matching funds to that available under DPEP for school buildings. To date VECs have offered in excess of Rs 28.7 lakhs (10.5 of which has been raised in Vizianagaram.) Prime sites within villages, where land is often a scarce commodity, has been donated by villagers . (In one case a villager has given up her house as a temporary school, pending the building of a new school, and is living in an adjacent thatched dwelling.)

13. While construction through community participation in the first year has concentrated on a simple standard design, exposure to low cost building technology options, has led to more proposed experimentation in 97/98. In Vizianagaram there is explicit interest in developing variety and for greater community involvement in decision making about design . Trained staff are in place at the district to assist the process. While schools are constructed with community involvement, DRCs. (equivalent to BRCs) are to be constructed by the APICC. Concerns about ensuring the maintenance of existing buildings and the need for planned incremental site development and whole site maintenance were discussed during the field visit.

14. There has been a clear attempt to address institutional concerns. A plan for strengthening the SCERT has been drawn up. The establishment of SIEMT within SCERT is being expedited. Each institution is drawing up a development plan This work is coordinated by SCERT and should be finalized in May. Interesting proposals are in hand to link the institutions involved in DPEP with other educational institutions eg Universities, through academic secondments, collaborative research, sharing of infrastructure and knowledge (library materials videos newsletters) The potential role of SIET has been identified in terms of enriching educational provision.. Vertical linkages with IASEs and CTEs are being developed. There is clear recognition that role of DIETs and SCERT is critical in terms of long term sustainability.

15. DIETS are well established in AP and lecturers have been playing a key role in community mobilization as well as pre and in service training. The new roles regarding action research and evaluation envisaged for the DIETs seem to be welcomed by these institutions. There is recognition that new skills will need to be required and discussion is ongoing concerning from where to resource DIET staff's own training needs and other capacity building issues. Teachers Centers are also functioning across the state as a result of APPEP. The role to be played by the new Divisional (Block) Resource Centers in delivering in service training and providing field support

has been articulated . DRC Coordinators have been appointed in advance of the DRC buildings from the APPEP cadre of “strong teachers”. DRC building work has started. Some training of VECs has taken place and more is planned.

16. A broad range of research activities have been commissioned including a study of Education Finances in AP (Tilak) and a study of the Management Structure and Processes in Primary Education. An impressive range of more than 28 action research activities have been initiated at the SPO, SCERT DIETS ; many at the district level focus on tribal issues .There is recognition that research needs to be accessible to planners and the shorter studies will be completed by November 97 to feed back into the planning process.

17. A comprehensive and innovative evaluation system is to be put in place during the coming year which will provide evidence of impact of project interventions and enable the development of both qualitative and quantitative indicators by which success can be measured. There appears to be awareness and enthusiasm at both state and district level for this initiative and some thought has gone into the management and implementation of such a system. There is also recognition that this will require substantial acquisition of new skills.

III. Follow up on the Recommendations of the Last Joint Supervision Mission

18. The team were presented with a matrix provided by the State, indicating that there had been thorough and systematic follow up on the last Supervision Mission recommendations. Almost all the civil works have been started. Vacancies have been filled. More women are involved in the program, and the gender strategy has been developed. The overall plan for capacity building and individual institutional development for individual institutions is being coordinated by SCERT and will be completed shortly. DPEP is consciously building on the six APPEP principles and incorporating project benefits and lessons learned . Modules on multi-grade and integrated education training modules dealing with special focus groups will be developed in 97/98. NGOs are now widely involved, at state and district levels, some 15 in Kurnool. The indicators to monitor project progress are still to be developed but a time frame and proposal for their development within the new evaluation system is in place.

IV. Developing strategies for pedagogical and quality improvement

19. A process of pedagogical renewal is well on its way, drawing upon the techniques pioneered by APPEP and other earlier initiatives. The understanding of pedagogical strategies such as activity based learning, child centered teaching are evident in principle. However their transfer in classroom teaching and use of problem solving techniques need further strengthening. Developments within the training strategy that would encourage schools and teachers to set targets for improvement of their own effectiveness would help. The existing training package, would benefit from developing observation and listening skills and child development approaches. Convergence with the expertise of the Child Welfare department could prove helpful here. Opportunities to observe and analyze classroom practice could also be built in to the training strategy. Video program on varied classroom practice situations could also be utilized. Experimentation with varying training designs eg planning a sequence of shorter courses with scope for simulated exercises/transfer of training in classroom with feedback, rather than single courses, may be useful. The work on MLLs, considered as a part of larger curriculum reform endeavour , which attempts to move towards greater relevance and functionality in primary education is clearly developing. While being an important innovation the current detailed MLL child performance record card, developed by SCERT, may prove impractical, given the time available to teachers.

20. The role of text books and additional teaching/learning material is crucial for both the teacher and the taught. Attention is turning to developing/ revising/ trialling and finalizing textbooks (class three onwards) . A research project for ascertaining their impact would be particularly illuminating. Supplementary material and teaching aids to be utilised to their full potential would be developed more effectively if introduced simultaneously with teaching concepts and not seen as a stand alone activity.

V. Establishing processes and mechanisms for improving District Planning and decision making

21. The District planning process appears to have been fully participatory. There is evidence at district level of three planning tiers (village, mandal feeding into the district plan.) DPO officials are orientated to see the focus of planning as the village level. Village plans have been developed through a variety of methods including PRA and mapping techniques. Surveys have been undertaken and each village's perspective plan has been documented. Their planning has been set within realistic parameters, the awareness campaigns and media dissemination making clear what is possible and what is not, to avoid raising unnecessary levels of expectation. This has been carried out against a background of state wide encouragement of community self reliance.(Janma Bhoomi.) Prioritization has taken place against explicit criteria ie targeting the disadvantaged where female literacy is low, the number of girls out of school high and where communities are willing to make a contribution, however humble. This willingness to contribute is seen as a critical means of avoiding any involvement of political patronage. Transparency is ensured through DPEP Boards, erected throughout the districts, specifying exact financial contributions to beneficiaries.

22. There will be a need to maintain the momentum and development of community involvement which has been intensive and varied. Through Kalajathas, well presented documentation and media coverage, and through the concerted outreach work of all the District staff, there appears to be wide spread awareness of the objectives of DPEP and approval for the program. The interaction experience of the team suggest that communities will require more detailed understanding of what other services exist to assist educational needs (eg scholarships for SCs and STs and opportunities for the disabled) more understanding of the curriculum and of educational objectives. As decentralisation takes place, through the empowerment of local communities, demand for information will continue to grow and put pressure on the DPO, District and Mandal officials for more participation and dialogue. The DPO teams are now established and will need to be supported and provided with regular training if they are to develop the skills to carry out this expanding role. There are some highly skilled people already working in the districts but, facilitation listening , synthesizing, prioritizing and analytical skills may need to be given attention in the forward training program.

23. The idea of a village corpus fund is innovative and clearly strengthens the concept of community ownership, which has been a success factor for DPEP . It would represent a genuine decentralizing of power. The concept will need to be carefully and fully explored in terms of the feasibility of providing matching of funds, with the DPEP Bureau.

24. The kinds of responsibilities envisaged for the VECs will also require an incremental training program. So far village masons have been trained in building technologies. A VEC training module has been developed and was field tested in Warangal district. All villages will be covered by the end of March. DPEP is already drawing on converging experience for the training of VECs. Supplementary activities involving DWCRA and thrift groups. Podupu Lakshmi and other active womens groups, especially focus on opening ECEs. Work is also underway to

encourage and train the youth of the village. Their potential role is currently being explored as an additional resource for educational activities. During the transfer of responsibility for education, from the district to the villages, other skills will need to be developed such as basic planning and management as well as those identified above for the DPO.

25. The establishment of the hardware for the PMIS systems within the District Offices is likely to be completed within a few weeks. Some personnel have been trained in software use. There is recognition at district level that all the DPO personnel will need to analyze and use the data in the planning process. These skills will take time to set in place and to percolate to the Mandal level.

Priority Actions:

- The team endorse the importance of the Institutional Development Planning , currently underway and expected to be completed before the next mission, which will outline the roles, functions and interface between the various key institutions delivering and supporting DPEP objectives at state and district level, will establish vertical and horizontal linkages, specify strategies for strengthening institutions and articulate individual institutional development plans including capacity building strategies.
- The newly integrated teacher training package could be further strengthened by the introduction of new training modalities and specifically by the development, within the next six months, of a new district specific teacher training module to be developed by DIET and DRC Coordinators working with teachers. This could adopt a process/ problem solving approach, be responsive to actual teacher experience in the classrooms, would integrate into the teaching of basic concepts, the use of varied low cost materials, utilize the experience of local NGOs and encourage teachers to experiment and vary their approaches.
- The plan to involve teachers, parents and local VEC members, even children, in the planned evaluation system, with a view to developing, in a participatory manner, qualitative and quantitative indicators which can be used for assessing progress in the 97/98 planning period and to inform the 98/99 plans is a vitally important and interesting development and a key part of the decentralizing process.

**DPEP FIFTH JOINT SUPERVISION MISSION
(March 9-21, 1997)**

ASSAM STATE REPORT

I. INTRODUCTION

1. The Fifth Joint DPEP Supervision Mission visited Assam from 11 to 15 March 1997. The team consisted of Adriaan Verspoor (WB) and Desiree Jongsma (UNICEF). Seema Agarwal participated as observer from the joint UN system.
2. The mission's field visit took place in Dhubri (total population approx. 1330000) a diverse and populous district with many remote and inaccessible areas. Flood proneness and natural calamities affect at least half of the population living in riverine areas. One school visit took a 45 minute boat ride.
3. The team met the new SPD and his DPEP staff in the State, as well as the Dhubri DPC and his staff, educational functionaries, SCERT faculty, DIET faculty, BRCCs, CRCCs, members of ARG, VEC presidents and members, NFE instructors, head teachers, teachers, parents and children in Dhubri district. The team visited two BRCs and several CRCs and schools, some of which were still not fully completed, but yet functioning. At the end of the mission also meetings took place with the DM Dhubri district as well as with the Education Commissioner and the Education Minister. The team wishes to thank all those who participated in the mission's discussions and who helped to organize its program.
4. This report provides an informal summary of the visit and represents the professional views of the individual team members only. It will be subject to modification in Delhi, further to discussions with the full Joint Supervision Mission team and with GOI.

II. GENERAL OVERVIEW

5. Implementation progress is satisfactory, and has the potential to become exemplary. The mission was impressed by the leadership of the recently appointed SPD and the commitment and enthusiasm shown by the DPEP staff, the teachers and NFE instructors. While there has been a slowdown in implementation during the first three quarters of the 1996/7 financial year, a clear acceleration in implementation has taken place in the last three months.
6. Access and retention. People have responded positively to community mobilization efforts supported by active and well established village education committees. Enrollments have increased, but delays in school construction are contributing to severe overcrowding of existing facilities. Time bound implementation plans for school construction have been prepared and the backlog in construction is expected to be eliminated by December 1997.
7. A wide range of, often creative, activities especially related to the needs of the most disadvantaged children has been launched. ECE and NFE centers have been established as planned and already appear to have a positive effect on access for girls and difficult to reach groups including working children. The recent initiatives in Dhubri to open Moktabs as NFE Center for Muslim girls and boys was especially noteworthy.
8. Learning achievement. Textbooks for grade I and II are ready and will be introduced in th 1998 school year. Moreover, materials development effort by the SPO have created an extremely valuable bank of resource materials. In-

service teacher training programs have covered all primary teachers twice. Yet, the take-up by teachers of the new methods and materials has been slow. More effective articulation of textbooks materials and training, completed by strengthening of school level support by the CRCCs should be the central priority in the FY97/98 program.

9. Institutions. VECs are now well established and active. Participatory processes were followed for the formulation of the 1997-98 workplan. The resource allocation priorities are increasingly reflecting local demands. Academic resource groups function at the state and district level and are providing much of the academic inputs. CRCs are functioning very well, but SCERT and DIETs remain weak. A restructuring plan is being finalized. To ensure the sustainability of the program, institutions such as SCERT, SIEMT, DIETs need to be restructured and strengthened and roles and responsibilities of within DPEP further clarified.

III. Recommendations of the Third and Fourth Supervision Missions

10. Continued efforts have been made to implement the recommendations of the previous Third Supervision Mission undertaken in June/July 1996 (see matrix attached). The 4th JSM did not visit Assam, but the comments below deal with two main observations made at that time:

- GOA has released its share to the 1994/95, 1995/96 as well as to the 1996/97 DPEP project costs;
- During a meeting held in February 1997 under the Chairmanship of the Chief Minister of Assam it was unanimously agreed by the State Govt. and Karbi Anglong Autonomous Council that DPEP would be implemented in Karbi Anglong district through the District Council by abiding the DPEP guidelines and Project Agreement.

IV. Institutional Capacity Building/Civil Works

11. *Institutional developmental activities*: Project Office staff has been exposed to various programs and innovations in/from different parts of the country, including a study tour to Escuela Nueva in Colombia. In particular, capacities have been strengthened in micro-planning, school mapping, project planning and AWPB preparation. Recipients of such exposure, in turn, have been involved in program support development and imparting training at all levels in the State. Yet much of this new expertise remains confined within the SPO and needs to be installed in permanent institutions to ensure the sustainability of DPEP.

12. The SCERT continues to be an institution requiring restructuring and strengthening. Its infrastructure remains poor, its staffing inadequate while roles and responsibilities need to be clarified. A consultant report (prepared by Dr. Amarjeet Sinha) lays out the basic principles for the organizational restructuring of SCERT and other key institutions in the sector. GOA is expected to review the draft report soon and a final set of recommendations should then be agreed. On that basis detailed plans for the development of the SCERT, SIEMT and DIETs to support DPEP (as well as for other state requirements) need to be prepared and implemented as soon as possible. As part of this exercise the SPO should review the specific functions of these institutions in the context of DPEP, to avoid duplication and overlap and ensure that the physical facilities (especially the training halls) and staff provided reflect their workload in terms of training and administration.

13. The DIET and BTC faculty members are very actively working for DPEP and form the core group of the District Academic Resource Group. Yet the DIETs as institutions are not functional. Implementation of the institutional development plan referred to above and the posting of the DIET staff who are currently being recruited, would create the basic platform for operationalizing these institutions. But in all institutions special provision will need to be made to ensure that staff with competence and experience in primary education can be recruited.

14. A decision has been taken to shift SIEMT from Jorhat to Guwahati. This will make it easier to develop linkages between the professional resource institutions in Assam. Again a plan with time bound targets needs to be developed for the construction and the staff recruitment and development.

15. *Civil works (BRCs/CRCs, SCERT)* : Buildings for BRCs, SCERT and SIEMT all will have to be procured through national competitive bidding (in addition SIEMT documents are subject to prior review by the Bank). Land disputes have obstructed the normal progress of works. SPO will need to resolve these on a case by case basis taking into account that (i) retendering should be avoided whenever possible; (ii) alternative designs may be required in some instances; (iii) BRC facilities should reflect the BRC's role in the total DPEP strategy. SCERT tenders should be invited shortly. SIEMT design work needs to be finalized urgently.

16. *Status of community mobilization activities* : Last year GOA decided the re-constitution of VECs that had been established in in Dhubri, Darrang and Morigaon. Subsequently a 3-day program for CRCCs and resource persons was conducted to orient them towards the new defined roles and responsibilities of VECs. All the members of the reconstituted VECs were also oriented. The active community involvement in planning, implementation and monitoring of the DPEP Assam activities is the first step toward community ownership and long sustainability of the program. VECs were involved in deciding the utilization of the Rs. 2000 grant--most decided to use it for improvement of the school buildings. Micro planning and school mapping and building parental support for changes in repetition practices are areas where VECs could make important contributions.

17. **Increasing Access, Reducing Dropouts and Repetition** : Enrollments in project districts are reported to have increased significantly in response to the project's environment building activities. In addition a large number of private "venture" schools operate throughout the state. There are a large number of single teacher schools. A pilot program targeting these schools is underway. The demand for non-formal education and ECE is strong. Structured materials and effective monitoring procedures have been developed for NFE. Dhubri is planning to train the instructors in government (non-DPEP) NFE centers. Community mobilization and awareness building activities are designed increasingly to meet the needs of specific target groups. Districts are anxious to move to full ECE coverage as soon as possible. Plans for mainstreaming disabled children are being developed. In addition, the needs of working children need to be studied and further strategies developed that will allow all 6-10 year old children to acquire a complete primary education through formal or non-formal schooling.

18. The slow progress of the classroom component (less than 50% of the classrooms have been completed) is a cause for concern. Yet, now that the VECs have been reconstituted, and the SPO is vigorously following up construction is accelerating. Most of the work planned for 94-97 should be completed within the next six months. Construction of new schools has yet to be authorized. The mission recommends that the need for the construction of new schools be reviewed taking account of the existence of venture schools in the area and priority of new construction as compared to the expansion/rehabilitation of existing schools.

19. **Improving Learning Outcomes/Pedagogical Improvements**: A wide range of activities to support the DPEP pedagogical renewal process have been implemented. Class 1 and 2 books have been developed, academic resource groups have been established at the district and state level, a cadre of cluster resource coordinators has been appointed and trained, cluster resource centers are operating throughout the state, teachers have been exposed to more than 16 days of training, and many have developed instruction materials with the help of the Rs. 500 grant.

20. Yet all these efforts have not yet resulted in large scale visible change at the classroom level. The SPO recognizes this and is targeting application in the classroom as a key activity in the 97/98 AWPB. The mission fully endorses this thrust. Priorities in this context would be:

- more intensive support at the classroom level by CRCCs; this will imply reducing of average size of the clusters from an average of 15 schools to 8-10;
- a whole school approach to training;
- training of headteachers in instructional leadership techniques;
- provision to the schools of new textbooks and supplementary materials covering a range of teaching
- systematic articulation of MLL content, teacher training modules with textbook development and the provision of instructional materials (especially in grade 3 and 4 where the new textbooks are not yet available).

21. The mission recommends that a comprehensive action plan for this purpose should be developed within the next three months by the SPO in collaboration with the DPOs, including research activities specifically designed to monitor progress and identify difficulties that teachers encounter.

22. ECE centers have been set up but appropriate materials are still in short supply and need to be developed further. Provision and testing of these materials is a high priority in the light of the planned expansion of ECE.

23. The quality of the effort so far and the dedication and the commitment of project staff bodes well for the progress toward projects quality improvement objectives. Yet, it is unlikely that this progress will occur unless GOA creates the operational conditions that will allow results at the school level to materialize. High priorities in this context are:

- regular payment of teacher salaries;
- rationalization of teacher deployment within districts, between levels (middle and primary) and between schools;
- clarification and discussion of examination practices in the lower grades with VECs, parents and teachers;

24. These issues should be reviewed by GOA as a matter of urgency, especially as the planned expansion of DPEP to new districts is expected to occur shortly.

V. Improving Management and Strengthening Local Decision Making

25. DPEP Assam followed participatory processes to the extent possible. In Dhubri a 3-day planning workshop was held at BTC, Golakganj in January 1997 where 112 CRCCs, 100 teachers, 5 educationists and 100 VEC members participated as well as SIs, BEOs, and all district and block level DPEP personnel. The participants had been requested to prepare draft plans prior attending the workshop, based on school and village wise information. Problems and needs of primary schools were discussed and incorporated in preparation of clusterwise AWPBs and consolidated into block and district plans. After finalization of the state/district AWPBs they will be shared again with all concerned at all levels. The other two districts followed largely the same approach.

26. EMIS and PMIS are operational in all districts but adjustments will need to be made in the light of the experience of the users so far. EMIS has not been used for planning purposes yet.

27. The AWPBs of the three districts currently participating in the program follow the same format, include largely similar investment components while trying to respond increasingly to the specific geographic and social conditions in their district in implementation strategies and resource allocation. Quantities and budget allocations should increasingly reflect implementation experience rather than allocations in the original seven year district plans and IDA SAR. The SPO should explicitly encourage the districts to move in this direction of “district specificity” and take advantage of the built-in flexibility of the DPEP planning and budgeting procedures.

28. The FY 97/98 plan has been designed on the assumption of a very large increase in expenditures in the last semester of the current financial year. This may well prove to be overly optimistic. The mission recommends that the SPO reviews its financial requirements for FY 97/98 on the basis of up-to-date expenditure records. On this basis spill over of physical activities can be assessed and a realistic overall plan for 97/98 agreed. This would avoid the continued accumulation of unspent balances in the accounts of the SPO.

Priority Actions

Especially taking account of the capacity constraints in Assam much has been achieved. Yet important challenges remain. The most critical one, although outside the direct control of the SPO, is *the need to create an enabling environment*. DPEP cannot be expected to reach its objectives unless student teacher ratio are reasonable (40:1), teachers are paid on time, repetition practices are supportive of quality instruction, and the potential contributions of venture schools are fully tapped. GOA will need to address these issues if it wants to see measurable and sustained progress toward the DPEP access, retention and quality improvement objectives.

With regard to the implementation of DPEP itself, the first priority must be to *continue the good work that currently is in different stages of implementation*. In addition three areas require special attention:

- *Accelerating capacity building efforts at SCERT, SIEMT and DIETs*, including the appointment of staff with primary education experience. This would require that an action plan for institutional strengthening is agreed and the necessary executive orders and service rules issued. Given the time typically required for the implementation of capacity building efforts this process should be completed within the next six months.
- *Emphasizing the application in the classroom level of the DPEP teaching strategies and materials*. This will require an intensification of the school level support by the CRCs, a continuation of the in-service teacher training programs, availability in the classrooms of instructional materials and teachers guides that are specifically designed to support the DPEP pedagogy. A comprehensive action plan for this purpose should be developed within the next three months by the SPO in collaboration with the DPOs, including research activities specifically designed to monitor progress and identify difficulties that teachers encounter.
- *Establishing an integrated plan of action and budget for 97/98* taking account of the spill over activities and initialized resources from previous years. A significant proportion of the 96/97 allocation may not be used before the end of the fiscal year. An important proportion of the civil works will spill over and limit the size of the 1997/98 construction program. The DPEP should carefully review the feasibility of the 97/98 AWPB in the light of updated 96/97 expenditure figures.

ASSAM - PROGRESS ON RECOMMENDATIONS OF THIRD JSM

| Functional Area | Recommendation | Follow up action/ Progress |
|-----------------------------------|---|---|
| Planning/Gender | Affirmative action for recruitment of qualified women at (sub) district level | Considered on priority basis for future recruitment |
| Teachers' Training | Proposed Teachers' Training activities by amalgamating Joyful learning, MLL and others be implemented. | Under AWPB 1996-97, the last phase of teachers' training by amalgamating Joyful learning and MLL has been completed in all three districts as planned. |
| Pedagogy | Printing/Training of Gr. I maths books & the development of Gr. II text books as originally planned Replacement of formal examination system/learners assessment with child friendly, internal continuous assessment in the light of no detention of Gr.I & II , contrary to the existing policy | Printing of class I maths & class II text books has been completed.. VEC's will be reminded of the no retention policy and the negative effect of examinations discussed. A system of continuous evaluation will be introduced in one cluster in each DPEP I districts |
| Early Childhood Education | Systematic efforts towards establishing linkage with ICDS & further careful documentation of ECE activities | In one district, training of ICDS workers has been completed. Some teaching learning materials have been developed for ICDS centres. Funds have been earmarked for documentation of ECE activities, which includes producing a video film, under AWP&B 1997-98 |
| Community Participation | VEC need to be guided for school management & supervision of schools. Consideration of installation of sports equipment where there is strong component of community contribution . | During the mass VEC orientation programme one of the focus area was the management & supervision of schools by VEC. VEC week was also performed in order to ensure community participation and involvement VEC's are being motivated to utilise a part of school infrastructure grant for the purpose. |
| Planning /community participation | The composition of the village construction committee should be carefully scrutinised to thwart of vested interests. | Third party evaluation has been conducted. Supervision by the JEs has been intensified. BRCs & CRCs have been involved in supervision works. |

DPEP FIFTH JOINT SUPERVISION MISSION
(March 9-21, 1997)

GUJARAT STATE REPORT

I. Introduction

1. Two members of the fifth Joint Supervision Mission (JSM), Mr. Ron Kukler representing the Netherlands Government and Dr Shyam Menon representing the Government of India, visited Gujarat from March 10-15, 1997. The objectives of the visit included to assess the progress made with the implementation of the DPEP since the visit of the previous JSM, and in particular to review what had been achieved so far in preparing for project implementation. In this context the mission focused in particular on the development of strategies for pedagogical and quality improvement, and on the establishment of processes and mechanisms for improving management and strengthening of district planning and management.
2. The mission met with relevant officials at State level and visited the Dangs District. The members of the mission wish to express their gratitude for the flawless manner in which the visit had been prepared and for the useful and frank discussions with all concerned.
3. This report provides an informal summary of the visit and represents the professional views of the individual team members only. It may be subject to modification in Delhi, further to discussion with the full Joint Supervision team and with the GOI.

II. General Overview

4. DPEP in Gujarat has had a great deal of teething problems in the past one year, and therefore it is quite remarkable that a team at the state level, relatively new, has been able to, at least begin to, put their act together in the past few months. A lot remains to be done, and we visualise the next six months to be full of intense activities, at the state level and in the districts, crucially determining the eventual success of the project.
5. Training of the key actors or core staff at the state and district levels is an immediate task to be addressed. This could involve intense interactions within and among the nodal institutions, such as SPO, GCERT, DPOs and DIETs. Through this, a shared systemic perspective will develop among the key actors, a perspective in which to view the project inputs as part of a coherent strategy. The various project components, such as institutional development inputs, pedagogic improvement, teacher training, alternative schooling, gender- and tribal-related inputs and community participation, all of which appear in the AWPBs for the next year, but somewhat in a disjointed manner, will then begin to fall in place in an interconnected coherent strategy.
6. GCERT is most crucially placed as a resource institution in the field/space of DPEP in Gujarat, perhaps much more than is the case with their counterparts in the other states, because they are also to function as the nodal institution for planning and management. It is satisfying to note that GOG has begun to realise that GCERT requires concerted efforts at capacity building in terms of staff expansion, facilities and training. Some key recruitments in the regular staff have been made and 4 DPEP cells (planning & management, alternative schooling, gender issues and tribal development) are slated to be set up in April 1997. In view of the multitude of activities envisaged by the Planning and Management Cell, it is suggested that more positions be created than is currently planned and filled with well qualified professionals. Being a government department and not an autonomous body, regular faculty of GCERT are mostly on secondment from among DEOs or equivalent positions, some of whom may have their motivation, training and experience not necessarily related to primary education. A proposal for shifting GCERT to Gandhinagar is pending with GOG. The above work is carried over in 1997/98. Also, they are yet to develop a definite staff development plan. Overall, it is

required to address the comprehensive institutional development needs of GCERT in a long term perspective. To facilitate GCERT to pursue an independent staffing policy, greater autonomy for the institution be considered.

7. The DIET has a similar professional leadership role to play in DPEP at the district level. However, they are not quite up to this important role at the moment. Apart from vacancies in faculty positions, which are being filled, the faculty require an intense induction programme in primary education, especially since their training and experience do not equip them with the specific competencies that educators of primary school teachers need. Their role-perception within the DPEP in the Dangs is vague; this needs to crystallise before the training and pedagogic improvement operations of the project begin.

8. Retention is a major issue especially in the tribal areas. There is a need for concerted efforts at understanding factors affecting school participation, including seasonal migration, with the help of a comprehensive school mapping/village mapping exercise, and brainstorming on the basis of this to arrive at diverse solutions (which may include parateachers, alternative schooling, “non-formalising” formal schools, enhancing facilities in existing residential schools, child-to-child teaching) suiting specific contexts. A feasible solution may be the establishment of primary schools with residential facilities in those areas where there is a high occurrence of migratory labour.

9. There are over a thousand positions of primary teachers vacant in the three project districts, and these need to be filled immediately. Only after this can additional teachers wherever required be recruited under DPEP. In tribal areas, there is a need to employ teachers who know the dialect. Knowledge of the local dialect should be made one of the qualifying conditions for teachers to be appointed in districts, predominantly inhabited by tribal population. It is commendable that the GOG presently is considering proposals aimed at recruiting and deploying teachers to their own localities.

10. There has been minimal progress in the area of civil works. The appointment on deputation of an engineer at state level is expected to materialise soon. The use of technology relevant for the specific regions in Gujarat needs to be explored.

11. Similarly the EMIS and PMIS have not be operationalised due to lack of qualified personnel.

III. Follow-up on the Recommendations of the Fourth Joint Supervision Mission

12. The report of the fourth JSM of October/November 1996 outlined several major areas of concern, mainly dealing with the lack of implementation progress. The report also indicated several steps to be taken within specified time frames. These included the need to confirm the financial and operational procedures for the SIS, and the establishment of project offices at state and district level, the provision of adequate office space and the procurement of furniture and equipment; the appointment and training of project core staff; the introduction of capacity building activities at the GCERT and the appointment of additional staff; and starting off the process of community action in favour of DPEP.

13. *Achievements*: Several activities have been attended to in a satisfactory manner in the period since the visit by the JSM IV team and this visit by the JSM V team:

- The confusion concerning the procedures for departmental sanctioning has been clarified and attended to by the SIS Executive Committee in its February 1997 meeting.
- Office equipment for SPO and DPOs have been acquired.
- The SPD has been appointed and has taken charge during this month, while the Training Officer started in February.

- State resource groups have been established and cells for technical support have been formed in the GCERT.
- Workshops have been held on the objectives of DPEP.

14. *Areas of concern:* Although steps have been taken to have the remaining core personnel in post soonest, this is still to materialise. The most critical posts still to be filled, include the finance/procurement officer (reportedly starting on 1 April), a state civil works engineer, and the gender co-ordinator (selection will be done this month).

15. Another major area which has not yet been addressed adequately is the promotion of the involvement of all stakeholders. The staff in post in state and district offices appear to be unsure about the initiatives which are required to stimulate a smooth implementation of DPEP activities. VECs have been formed but lack information on their roles and responsibilities. Teachers have been told about DPEP and have received wall posters, but have not yet apprehended what their contribution to the programme may be, nor what the benefits may be at classroom level.

(see attachment)

IV. Developing Strategies for Pedagogical and Quality Improvement

16. Gujarat had initiated curricular changes and textbook revision along the MLL lines even before the inception of DPEP. This potentially provides a solid base for project initiatives under DPEP. But, how those pre-DPEP efforts gel with the pedagogic vision of DPEP and in what manner the pre-DPEP initiatives in curriculum transformation, textbook revision and teacher training will be integrated with the proposed DPEP initiatives is still to be fully clarified. There is wide-spread use of terms like MLL and *tarang-ullas* (joyful learning). However, our interactions with the school teachers and some of the DIET faculty leave us with the feeling that there is room for raising their level of understanding about these issues. It will, therefore, help if a sensitively designed training need assessment survey is conducted to give an empirical basis to the design of training modules.

17. Interactions with the SPO and GCERT staff revealed that individually some of them had interesting ideas about curriculum, pedagogy and teacher training. Nevertheless, the coherence in their shared understanding of good pedagogic practice or the substance and strategy for teacher training under DPEP may be enhanced. The visioning workshops and assistance missions from TSG need to be followed up with intense and regular in-house reflection and sharing at the GCERT. Interactions with the SPO and GCERT, and the DPO and DIET in the Dangs, reveal that teacher training on the one hand and ongoing professional support and peer interactions on the other are not seen as distinct activities with specific purposes to serve. There needs to evolve greater clarity on this and correspondingly on the roles of BRC and CRC in the teacher training strategy. There is a plan to organise a state level workshop in April with resource support from the national agencies. A state-specific training strategy is expected to emerge from this, although there is, a need to augment a coherent shared thinking in the SPO-GCERT about what will transpire in this workshop and what is expected to emerge from it, presumably because the faculty who would look after training is yet to be fully activated. It is suggested that the GCERT and the SPO jointly consider their strategy with regard to curriculum transformation and teacher training soonest in order to clarify the objectives to be achieved through this workshop.

18. It is gratifying to note that GCERT has initiated regular monthly visits by its personnel to the three DPEP districts.

19. It is recognised that the tribal dialect (e.g. Dangi, Bhili) should be used as a medium for the early primary schooling, gradually transiting to Gujarati. The Gujarat School Textbook Board is attempting to make

textbooks in Dangi and Bhili for class 1. The Dangs district is planning to hold workshops next year to train teachers to use Dangi in early primary classes. These are positive developments.

20. The grant for schools and teachers has not been disbursed by the district. Guidelines related to utilisation of these grants are yet to be articulated, although there are some ideas with the DPO personnel based on their past experience, for instance, with the Operation Blackboard. The SPO and the DPOs need to give some thought about how these grants are going to integrate with the other project inputs into a coherent strategy.

V. Establishing Processes and Mechanisms for Improving Management and Strengthening District Planning and Decision Making.

21. The DPEP districts represent some of the least advanced districts in terms of social and economic development in the State of Gujarat. Furthermore DPEP has a limited coverage of only three districts. This may have attributed to the delays in finalising the administrative procedures required for the effective functioning of DPEP, such as the establishment of key posts in the SPO. Hence, the development of a DPEP team with a common and clear vision has been postponed accordingly. Also difficulties have been experienced in obtaining the services of well qualified personnel on deputation from other government departments, who apparently accept their deputation only reluctantly. However, the commitment and interest expressed by the recently appointed Education Secretary towards the implementation of DPEP hold promises for energetic implementation. In addition, the State Project Director has been appointed and took up his post during the visit of this mission.

22. The SPD will have to play a pivotal role in the successful implementation of the programme, as there is a dire need for clear and visionary leadership at state level. Currently there is inadequate understanding of how the DPEP objectives can be translated into effective strategies. It is important that a clear perception is developed on how the various programme components can be integrated into one coherent and interrelated programme. Whatever initiatives that have emerged so far from the core project components at the state and the district appear somewhat disjointed. The SPO and DPOs are yet to acquire the critical mass required for collectively "cognizing" the rationale for several of the programme initiatives. It appears that the various programme components are being initiated without adequate interconnectedness, hence lacking a coherent strategy, they appear mechanically adopted.

23. Imaginative leadership for developing relevant and effective methods of intervention is now essential. Hence, it is important that the SPD will be enabled to familiarise himself soonest with the complexities of DPEP. Thorough briefings by DPEP Bureau, TSG, and visits to study the strategies developed and tested in some of the more successful DPEP I and II states are recommended as vital activities.

24. Progress in the field of civil works has so far been minimal, primarily because of the absence of civil engineering personnel at state and district level. The recent appointment of engineers at the district project offices, and the expected appointment of the engineer at the SPO will have to be supplemented by a thorough familiarisation of these officers on the concepts and procedures stipulated for DPEP. An induction period seems to be essential. This can be achieved by enabling the engineers to visit states with similar conditions, where successful implementation has been realised, in combination with on the spot guidance by external technical expertise, e.g. through the TSG. There are several architectural institutes in the State. Such institutions may offer assistance in developing innovative building technology relevant to district-specific conditions. Initial contacts have been established but this need to be pursued actively.

25. The 1997-98 AWPB of the districts are inadequate in their current formats. Problem areas have been identified, but strategies for addressing the issues are lacking. The development of a clear vision about the methodologies of participatory planning is meaningful. The concepts of participatory planning need to be clarified and subsequently integrated in the entire planning process. This should be a continuous process of consultation and information being fed back to the community.

26. GCERT needs to develop relevant courses for DPO and DIET staff and will have to assist them extensively as long as required until methodologies have been fully understood and internalised. NGOs need to be consulted and involved in this process as well. Contacts have already been established with UNICEF and Mahila Samakhia.

27. The EMIS and the PMIS have not yet been operationalised. The hardware and software has been acquired and is ready to be installed, once staff has been appointed. Posts have been advertised. The early appointment of well qualified and experienced personnel needs to be pursued vigorously in view of the vital importance of effective programme monitoring.

Priority Actions

- There is a need for immediate implementation of what remains to be done with respect to the recommendations of the Fourth JSM.
- Regular interactions within and among the nodal institutions, such as SPO, GCERT, DPOs and DIETs have been established. These interactions need to be further intensified, thereby evolving a shared systemic perspective in which to view the project inputs as part of a coherent strategy. Without this the various project components in the AWPBs for the next year will not fall in place in an interconnected coherent strategy. Furthermore, the concepts of participatory planning need to be clarified and subsequently integrated in the entire planning process at district and sub-district levels.
- All vacant teacher posts need to be filled as a matter of urgency. Knowledge of the local dialect should be made one of the qualifying conditions for teachers to be appointed in districts, predominantly inhabited by tribal population.
- There is a need to integrate the pre-DPEP efforts related to MLL with the project activities. Conducting a sensitively designed training needs assessment survey may be an appropriate strategy for providing an empirical basis to the design of training modules.
- The staff involved in DPEP civil engineering activities need to be exposed to experiences in DPEP I states who have gained insights into region-specific innovative construction practices. The involvement of architectural institutes, to be pursued as a matter of priority, in designing relevant buildings is also recommended. These actions may result in the successful development of innovative building technology suitable for local conditions.
- Priority inputs (without entailing ‘hand-holding’) from the DPEP Bureau and the national resource agencies by way of facilitating the state component institutions to involve in an intense learning process are urgently warranted.

Follow-up on the Recommendations of the 4th Joint Supervision Mission

| Action Suggested by the 4th JSM | Time Frame | Update |
|--|------------|--|
| Organisational & Infrastructural: Confirm the financial and operational procedures for the SIS | Nov. 96 | Done. Executive Committee met in Feb. |
| Provide adequate office space | Dec. 96 | Done for SPO. |
| Procure furniture and office equipment | Dec. 96 | Done for SPO. |
| Core Staff: Recruit Staff at SPO and DPOs | Nov. 96 | Process is still on. SPD has just joined. A few key positions are filled in. For certain positions, secondment has been problematic; contractual recruitment through open advertisement is on. |
| Provide Training | Dec. 96 | Initial training has been planned for April, 1997. |
| GCERT: Fill in regular positions | Nov. 96 | 7 out of 14 vacancies filled up. |
| Appoint additional staff | Nov. 96 | 4 DPEP Cells (11 professionals) slated to be set up in April, '97. |
| Develop technical capacity of the faculty | Nov. 96 | Systematic effort yet to begin. |
| Community Awareness & Involvement: Start up Community Action | Jan. 97 | Posters, Folders etc. produced. Intense campaigns are yet to start, although in Banaskantha some initiatives had been on including networking with Mahila Samakhya. |

**DPEP FIFTH JOINT SUPERVISION MISSION
(March 9-21, 1997)**

HARYANA STATE REPORT

I. Introduction

1. A team consisting of Dr. N. K. Jangira (World Bank) and Mr. W.E. Biervliet (EC Consultant) visited Haryana from March 10-15, 1997 to supervise the implementation progress being made by the state. The mission held meetings with staff members of the SPO, SCERT and its SIEMT wing, DPIU Hisar district, DIET staff and all BRC co-ordinators. A BRC site nearing completion as well as an exhibition of low-cost teaching aids was visited. Within Hisar district, the mission concentrated on one block, Siwani, where two schools and a cluster school were visited. The mission met extensively with head teachers and teachers and had useful interactions with members of a Village Education Committee and with all CRC co-ordinators in the block. On the last day of its visit to Hisar, the mission briefed the DC and ADC on their preliminary findings. A draft report was prepared and discussed in a debriefing meeting with the Education Secretary, SPD and the Director of Primary Education (GOH). The mission wishes to express its gratitude for the hospitality and support extended as well as the frankness of the discussions.

II. General Overview

2. Haryana is well on its way to take steps towards implementing DPEP. Expenditure levels have improved to 45% of total budgeted outlay up to February 28, 1997. Attempting to apply a bottom-up approach and aided by PMIS, the Haryana AWPB 97/98 was finalised in a format which constitutes an improvement over the previous ones. Most staff, with the exception of SIEMT, have been positioned. Schools with very large classes were found, especially in remote rural areas, despite partial filling up of vacant teacher positions. Pupil-teacher ratios are much higher than in urban or less remote areas. VECs are operational in almost all villages and mobilisation drives have been organised through 'mata beti melas' (mother-daughter gatherings). Master trainers are operational and training of teachers, VEC members, block and cluster co-ordinators is well underway. Procedures for administrative process monitoring are functioning adequately especially at the SPO level.

3. Amidst and partly because of these major positive developments, there is a growing pressure for good quality implementation and shifting the emphasis of DPEP from the centres (SPO, DPIU) to classrooms. In this context, the major areas of concern relate to lack of job specifications as a guide to planning of work and performance assessment. There also seems to be a lack of feedback loops that could enable adjustments to provide for improved supervision and training. Training programs do not seem to relate directly to enhancing operational competencies of teachers and supervisors and therefore do not address effective implementation of DPEP methodologies. Capacity building and strategic planning, including mobilising of resources, within and outside DPEP, are required to bring about change in school practice.

III. Follow-up of Recommendations of Third Joint Supervision Mission (See Attachment)

IV. Institutional Development

4. Most of the contractual additional staff, including a part of SIEMT staffing, has been positioned in SCERT. The absence of job specifications, monthly work plans and detailed proposals, especially for SIEMT activities in AWPB 96/97 and 97/98, leads to ad hoc allocation of work which is a cause for concern. Further, academic leadership and the skills required for active learning and child centred pedagogy need to be enhanced. While long term capacity building in SCERT is implemented, necessary technical support to meet immediate needs should be mobilised from resource institutions on a sustained basis.

5. Members of the DIET faculty have the potential to carry out the assigned roles, but need immediate training input in their respective areas. BRC and CRC co-ordinators also require training as suggested in section 6.

6. School and teacher grants have been utilised to prepare teaching aids, improvement of school environment and the purchase of library books. The school staff and VECs are working in tandem. Advocacy of VECs to mobilise parents is visible in increased student enrolment, mobilisation of community resources to augment DPEP resources and willingness of parents to make available study time at home. A number of schools in some blocks have a teacher pupil ratio of 60-90 children despite the recruitment of about 300 teachers recently in Hisar district. The mission suggests:

- all vacant posts be filled, teacher allocation based on student enrolment and grades be rationalised and new posts be created to keep teacher pupil ratio within the range of 40-45 to ensure quality of teaching;
- SCERT/SIEMT should prepare staff development plans and procure sustained technical assistance to enhance capacity in textbook development, teacher training, research and evaluation, microplanning and school based management. SCERT/SIEMT staff should also be involved in commissioned research, including baseline survey to develop capacity.

V. Increasing Access, reducing drop-outs and repetition.

7. EMIS is now operational and a full coverage of all DPEP schools (apart from private schools) has been achieved. It constitutes a unique potential source of information providing an opportunity to identify trends in enrolment and repetition for specific categories, different locations and schools with different physical characteristics, given specific input characteristics.

8. From EMIS data available for school year 95/96 and 96/97 it becomes clear that Haryana has succeeded in increasing enrolment of both boys and girl learners substantially. In Hisar, enrolment rose by 10.6%, with a higher increase in enrolment of girls compared to boys (+11.6%). Even though it is difficult to isolate the influence of DPEP on this pattern of enrolment, given that comparable data on non-DPEP districts are not available for 96/97, the mission considers these findings encouraging.

9. In visiting schools, the mission learned that some schools in co-operation with VECs conduct door to door surveys counting school-aged children. Measuring drop-outs, however, remains a problem. Even though schools are to consider those not having attended school for two months as drop-outs, these learners are not removed from the school record and EMIS data capturing is done on an annual basis. As Haryana reached relatively high enrolment rates prior to DPEP and the last 20% of out-of-school youth is somewhat harder to reach selective approaches for AS as well as stronger emphasis on a combination of multi-grade and multi-age teaching may have to be developed. Haryana has planned to establish 94 AS centres, 16 of which will be instituted through NGO efforts, the others by DPIU; two AS centres are already operational in Kaithal district. These plans have been transferred to AWPB 97/98, but guidance may be required in effectively planning for these centres in line with DPEP principles.

10. The mission suggests the following with regard to EMIS:

- *Increasing access and utilisation:* Access to EMIS can be increased to SCERT and DIET so as to incorporate district and block specific data in their training provisions and to enhance the utilisation of EMIS for action research; that block level tables are made available to BRC co-ordinators, to provide them with insight into characteristics of their school populations.

- *Increasing reliability and relevance at district and block level:* Appropriate files (PRG) and related training can be given to enable generation of tables beyond the standard format; simple procedures for error checking and inconsistencies in data collection and data entry are being proposed and implemented; that as far as possible EMIS data are related to household survey data at village level in order to be able to establish, even though provisionally, rates of enrolment; that data on enrolment are collected twice a year to get insight into the occurrence of drop-out; that EMIS data on number of classes, sections and pupil-teacher ratios are used as a basis for rationalising teacher deployment.

11. Given the increase in enrolment and in order to cope with access to primary schools for all in Haryana, efforts are being made to expedite the construction of new schools (404) in 97/98. Follow-up on Third Party evaluation reports of civil works to ensure quality of construction delivery is on its way. The mission recommends that the SPO prepare a rational and feasible plan for civil works based on need-based priorities and school mapping and relevant EMIS data.

VI. Improving Learning Outcomes/Pedagogical Improvement

12. MLL based curriculum has been developed and textbooks for grade I along with teachers' editions are expected to be completed by June. Plan for developing field tested textbooks for grades 2 - 5 in the next four years is available. To facilitate this, the SPD can organise sustained technical assistance for SCERT from TSG, NCERT or other organisations and plan teacher training workshops that are linked to textbook renewal programs.

13. The first cycle of teacher training with focus on language teaching has been completed. The findings of the external evaluation of this cycle have been shared with institutions responsible for teacher training. The second cycle of training, with focus on teaching Mathematics, is to take place in three districts in May-June, 1997. As a consequence of activity planning rather than integrated planning, the second round of in-service teacher training has been designed in isolation of the development of grade I MLL based textbooks. The mission suggests :

- Over all training strategy linked to textbook development program and district specific needs should be developed;
- Training should focus on peer classroom observation, mutual peer feedback and reflection for improving classroom practice to improve student learning. Skills of continuous assessment of students and identifying their learning difficulties should be built in the training programs and follow up school visits;
- External evaluation for the second cycle of training should be established early to include the ongoing processes and outcomes at each stage.

VII. Improving management and strengthening local decision-making

14. The mission has taken notice of the appraisal report of the AWPB 97/98 and in general supports the views expressed with regard to the decentralised process, the utilisation of data/information bases and areas of concern. It reiterates the view expressed that targets for the AWP need to be phased out and set in a realistic manner. It shares the concern for quality and the urgent need for capacity building.

15. The VECs, who will by the coming year, do the performance assessment of head teachers and operation of school and teacher incentives, are enhancing local decision-making. A participative approach

to AWPB 97/98 has been implemented starting at VEC level, through CRCs, BRC and the DIET proceeding to the district level. The process was structured on an experimental basis in the Jind district, where an external consultant developed and implemented a different approach to bottom up planning. It is very important that Haryana gives way to district specific methodologies for situational analysis and participative approaches to AWPB planning. Mid-term reviews of the previous AWPB were held but consequences for reconsidering initial planning based on performance and available resources and spill-overs were not taken into consideration.

16. Although there has been an attempt to integrate project data and PMIS performance indicators into the plan, it was observed that the plans lack detailed activity based proposals, outlining objectives, activities, staffing inputs required and evaluation devices. As a result, the monitoring process is unable to generate devices to cope with bottlenecks and deviations from original plans.

17. The mission suggests that :

- SPO and DPIU staff acquire operational capacity for the design of proposals including budgeting and use target-oriented planning or other appropriate methodologies;
- Adequate hands-on training in micro-planning be provided so as to enable DPEP implementation in the field.

Priority Actions

- Emphasis on quality of learning by concentrating on timely delivery of MLL textbooks and improved capacity for supervision and classroom support services.
- Strategies to improve classroom practice by providing classroom observation skills, systematic feedback to teachers and peer coaching abilities to CRC and BRC co-ordinators as well as DIET faculty.
- Improve utilisation of EMIS data for basic research, micro-planning and small studies which can be used by policy makers to guide action.

Follow-up to wrap-up meeting

During the wrap-up meeting, the Education Secretary, GOH assured that the following steps will be undertaken:

- The vacant posts of teachers will be filled and steps will be taken to rationalise allocation of teachers;
- By May/June, 1997, processes of appointment of DPEP teachers will be initiated in line with DPEP guidelines;
- Appointment of full-time District DPEP co-ordinators will be considered;
- Executive Committee will be approached to create post for a full-time independent SIEMT director.

Annex: Follow-up to the Recommendations of the Third Supervision Mission

| Recommendation | Status |
|--|---|
| Monitoring and AWPB | |
| 1. District staff be provided with training in project planning and micro-planning including the use of EMIS and PMIS as well as research(baseline studies). | 3 days training given by National Academy Mussoori, plus 2 day state and district level training. Hands on follow-up training required. |
| 2. Careful monitoring of AWPB implementation through the PMIS should be done and adjustments should be made mid-year in the light of realistic assessments of DPOs on what can be expected to be accomplished. | Mid-year review has been done without clear change in plans based on performance . |
| 3. Monitoring of EMIS data at the district and state levels and strengthening the micro-planning of district offices. | Standard tables have been generated for EMIS data for 95/96 and 96/97. Capacity of district staff to interpret data and use for planning purposes needs to be enhanced. |
| 4. Evaluation of the classroom impact of the teacher training programme is a key priority | External evaluation of training completed , but is short of classroom impact evaluation. |
| Civil Works | |
| 5. An expeditious start-up of the classroom and BRC construction should help accelerate the flow of funds. | Two new schools have been opened and 23 are under progress. Eight out of 28 BRCs are being constructed. |
| Research and Evaluation | |
| 6. SCERT to seek guidance on research evaluation methodologies from the national level. | For SCERT workshop held. For DIET faculty not yet done. |
| Teacher in-service training | |
| 7. Strengthening the capacity of professional resource institutions (DIETs and SCERTs) through networking and capacity building. | Resource institutions/agencies identified and used. Staffing has been improved but capacity building still urgently required |
| 8. Provision of regular support to teachers through CRC and through DIETs (newsletters). | Done, but the quality of supervision and support needs improvement. |
| 9. The training program for VEC members to be implemented without delays (including baseline survey) | Done. 10,500 VEC members trained |
| Networking | |
| 10. SPO to broaden the range of resource institutions to improve quality of training, materials development and research activities. | About 7 institutions are involved in providing resource support. |

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National Institute of Educational
Planning and Administration.
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**DPEP FIFTH JOINT SUPERVISION MISSION
(March 9-21, 1997)**

HIMACHAL PRADESH STATE REPORT

I. Introduction

1. The fifth joint supervision mission team to Himachal Pradesh was composed of Dr. Sharada Jain (GOI) and Jacob Bregman (WB) and visited the State from March 10-15, 1997. The team had a wrap up meeting on March 15 in Shimla with the HP Secretary Education, HP Special Secretary Education and HP/DPEP Director during which the main findings and recommendations were discussed and agreed.

2. The team visited the Chamba district project office (Chamba/DPO) and schools in the Chamba district, accompanied by the DPEP State project director (HP/SPD), Chamba project director and several of their staff members. While in the district, the team observed primary schools, held discussions with one VEC at a local primary school and attended a pre-service teacher training session at the DIET. The team interacted with primary teachers, BRC, CRC and SPO and DIET staff. We thank all State and District officials, DIET/Chamba lecturers, teacher trainers and school teachers for their warm hospitality and for making our visit efficient and informative. Discussions were open and demonstrated the zeal and vitality of the DPEP in H.P. The school visits provided us with a much better understanding of all logistical problems (pedagogic and civil works) that emerge from H.P.'s unique geographical features. During the last day of our visit, presentations were made by the DPOs of Kullu, Sirmaur and Lahaul&Spiti Districts and by the principal of SCERT-Solan.

II. General Overview

3. It was very encouraging to notice that HP administrators act also as education staff and are genuinely concerned and motivated for improved access and quality. There is strong ownership and support for DPEP in H.P. and the pace of progress is as fast as possible (the pace depending on staff and other resources becoming available and the time needed for training). Project activities in H.P. started up only in the second half of 1996. Yet much has been accomplished and development of all project components is in full progress. HP State and District staff (bureaucratic and education) are not shy to ask for help and welcome exchanges of views, advice and assistance in an open and encouraging manner. The style in which HP officials function represents the true spirit of the DPEP objectives, which is participatory and building up capacity from and with the village level. Teacher Unions in all Districts are being involved in ongoing and proposed changes in a participatory manner.

4. Institutional Capacity building. The SPO and DPO are staffed and in full development. Much progress has been made. The mission received a HP project status report from the SPD, but the 1997/98 Annual Work Plan&Budget (AWPB) was not yet available (SPO stated that it will be finalized within one week). Thus the team could not verify its quality and budget allocations. Staff appointment are still being made, but it is difficult to find qualified candidates in some cases/areas. However, core staff is in place and being trained. H.P. State and District project staff noted that they have benefited enormously from the exchanges with other States (workshop on various pedagogical and teacher training issues). SCERT staff positions have been created and appointments are underway. A staff development and training plan is being worked out. It will be finalized in April and implementation will start in May 1997. Selection of Block level staff is in progress, and organizational capacity at cluster level is in the process of building up. This is of course far from complete due to the short time since inception. SCERT strength is at present 10 faculty staff positions (19 positions total are planned to be filled during next AWPB). However 3 satellite centers (wings) have been added and interact with SCERT (plans are to merge these cells eventually into SCERT. SCERT is involved in teacher in-service training and capacity building for DIETs (which needs further focus) and it is developing a vision on how/what role to play in the relationship between SCERT-DIETs. These linkages need to become a two-way flow in future.

5. A draft format for MIS at district, block and cluster, and school/teacher levels has been drawn up which will be tested and refined through a participatory process. Further simplification and standardization is underway.
6. A teacher training strategy has been developed (strategy paper reviewed by the mission team) through a participatory process with all district levels. The DPEP and State project directors and their staff see the pre-service training as an investment in the future and regard the student-teachers as their future quality guarantee. Discussions with the State project officials revealed that the DIETs in Sirmaur and Chamba are functioning and the DIET in Kullu has been established. The setting up of the DIET in Lahaul&Spiti has recently been cleared by the GOI. Implementation will take some time. Meanwhile the DIET-KULLU will serve the Lahaul&Spiti area. DIETs in DPEP districts need to be strengthened in terms of staff resources and training so that quality inputs can be ensured. DIETs train the master trainers for in-service training, provide support to Block Resource Centers (BRCs) to conduct training, monitor quality of training, develop district-specific learning materials and conduct research on district-specific issues. The VECs are being formed and information manuals have been developed. The HP/SPO has also developed a introductory handbook reflecting the DPEP scenario at the national and State level
7. Preserving staff continuity is a strong and positive factor in H.P. education emanating from the State level. The HP/SPO has been appointed for 5 years. The HP Secretary Education confirmed that in general State and District staff are also being appointed for an adequate duration to ensure continuity. Teacher appointments are treated in the same way unless there are compelling reasons for transfer.
8. Regarding Civil Works (building BRCs through NCB and school construction through VECs and national shopping) project officials at State level explained that they are constrained because approvals take too long and procurement guidelines are difficult to adhere to given the unique geographical constraints in the H.P. State. It also seems that procedures and how to use/interpret the guidelines should be further clarified by the Bureau. The bidding document for BRC construction in HP was submitted to the central DPEP bureau on December 17, 1996 and revised after feedback from the central DPEP Bureau. The revised bidding package will be re-submitted before March 25. The revised school construction manual (broad guidelines for all district levels) and the first VEC construction manual (in Hindi) were sent by courier on March 5th to the DPEP bureau in Delhi and approval is awaited. HP State officials noted the need for more flexibility on cost ceilings for civil works due to specific difficulties encountered in landscaping at some places. In the span of 3 years the HP/DPEP plans new construction of about 835 village schools, 33 BRCs, 366 CRCs and 6 Hostels (Ashram schools). Designs depends on the availability of terrain and building material costs also increase due to the difficult terrain (transport, labor). HP/SPO noted that procurement guidelines for national shopping of civil works have been changed several times and they request that present guidelines should be finalized speedily so that construction can start. The construction season in HP (i.e. District of Lahaul&Spiti) is less than 6 months and confined to the summer.
9. School-mapping exercises with the aim to increase access and improve retention are still underway in three districts. The Sirmaur District has completed and analyzed the data and produced a very comprehensive and high-quality report (presented to the mission team). The Sirmaur District enrollment drive has been initiated on the basis of its school mapping data analysis. Lahaul&Spiti district poses particular problems due to its geography. Monitoring mechanisms are being established through a participatory process (with DIETs and Block and Cluster levels involved) at State and District project levels. However, it was recognized that the present standard monitoring formats (monthly formats for Block, Cluster and School levels) need to be refined so that a minimum burden is placed upon the informants from these levels. HP officials expressed the need for more training and continuous support in monitoring techniques and definition of performance indicators. Linked to this issue officials requested technical support to improve their planning techniques.

10. The new DIET building in Chamba (DIET-SARU), which the mission visited (total capacity 225 student places) is very well constructed and is already in use. The building also includes a student Hostel with a capacity of 85 places. The teacher training session that we attended demonstrated a radical shift from the traditional pedagogic techniques how to teach young primary children. The sessions demonstrated fresh ideas which were clearly an impact of the National level Workshop.

DIET CHAMBA-SARU

| | Boys | Girls | Of Which | | | Total Trainees |
|------------------|------|-------|----------|----|-----|----------------|
| | | | SC | ST | OBC | |
| 1995-97 | 59 | 30 | SC | ST | OBC | 89 of which |
| | | | 21 | 05 | 09 | 35 |
| 1996-98 | 91 | 43 | SC | ST | OBC | 134 |
| | | | 32 | 06 | 21 | 59 |
| Hostel occupants | 19 | 24 | | | | 43 |

III. Observations.

11. The mission has received very favorable and glowing reviews from both the District and State participants about the effectiveness, relevance and usefulness Pedagogical Renewal National Resource Camp that took place in February 1997 at UDAIPUR, Raj. After this workshop the HP team quickly organized a teacher-orientation program (3 days with 42 participants) which identified key resource persons and teachers from different blocks. The HP team also now plans to hold cluster level workshops for all teachers in two phases (each of one week) on pedagogical renewal. Similar favorable and encouraging feedback was given on the exposure to alternative schooling, which was considered by the HP District team as extremely useful and district teams felt new horizons were opened up to them. HP District and State teams have the readiness, the vision and the motivation to start the second year of project implementation. The teams are enthusiastic and open to innovation. The approach taken is very encouraging, and the team that we visited expressed the urgent wish for more support in specific areas where they felt that their own expertise was lacking or could be improved.

12. The mission team reviewed the HP school textbooks for grades 1-5 of primary schooling. The primary school textbooks need to be revised and improved in terms of content and physical production. The introduction of MLL will require a radical improvement in content, physical quality and appearance of text books. This process needs to be closely linked to changes in teacher training. The preparation of teacher guides through a participatory process will soon be undertaken by the HP State and District project teams in cooperation with DIETs and SCERT. The team observed that there is a need for further evaluation and reflection on the practices of testing and examination by teachers/schools. Real learning and teaching time in a schoolyear ("time-on-task") should be analyzed and support should be given to teachers to improve their skills in this area. The quality of "testing practices" needs to be monitored. This process needs to be linked to introduction of MLL materials and textbook revision.

13. MIS data formats need further refinement and simplification. It's frequency (monthly) might also be reconsidered. In general the formats should be developed with the goal of placing the least possible burden (in terms of time and complexity) on the respondents (teachers, CRC and BRC staff).

IV. Follow-up of Recommendations of the Third and Fourth Joint supervision mission

| Area | Recommendation | Follow-up Actions | Remarks |
|--|---|---|---|
| 1. Pedagogy | Develop Strategy paper (improving quality of teaching and learning in multigrade rural schools and comprehensive teacher training strategy) | a) Draft strategy paper prepared b) Pedagogy vision exercise has been undertaken c) Participated in National level workshop d) Exposure visits made to several leading organizations e) Orientation towards renewed pedagogy received by DIET and BRC members, f) Active process of sharing and trying out new approaches to teaching and learning have been initiated with the BR and CR groups | The initiatives are commendable and need further follow up in the coming year |
| 2. Project staff at State and District level | Develop interim strategy to train key State and District staff whose functioning is critical for the next project year | a) Key posts have been filled b) Staff are receiving formal and informal orientation through participation in teacher training, Ba!meles, School mapping, etc. | Some key posts are yet to be filled, particularly in the DIET faculty |
| 3. VECs | Develop strategic paper on VECs | a) Outline strategy has been developed b) Draft training module has been developed c) It is proposed by HP project office to test and refine its details in the next two months | Understanding of the process for VEC formation needs further strengthening |

Priority Actions:

- Better library resources should be made available, especially at the DIET level. Activities need to be built into the system around the usage of library resources which have a direct relevance to classroom interactions. In a more general sense hardware procured for and used by the State and DIETs (computers&software, science equipment, library books) needs to match the intended pedagogic goals of learning.
- HP State and District project teams requested professional assistance in improving their planning techniques. The mission team strongly supports this request. State and District officials want to learn different ways of planning techniques to make their planning process more efficient and better output-oriented. In this context the State project team also noticed that guidelines for creating and updating the District and State AWPB need to be reviewed. Professional inputs on “best practices” from other States could be helpful.
- Opportunities for continued and intensified exchanges between States, in order to facilitate the sharing of experiences, problems and possible solutions. It was also noted by State project officials that visits to education institutes in other countries, with “tailor-made” programs could be beneficiary especially at this early stage of the project. For this purpose they would appreciate to receive structured information about professional institutes with relevant expertise in teacher training, curriculum and textbooks, assessment of learning achievement and (education) MIS. HP officials felt strongly that the option to nominate staff for further training should be the State prerogative in order to ensure sustained outcomes.
- In view of the observed quality and relevance of the primary school textbooks it is recommended that District Offices organize in a participatory way a review of all learning materials (pupil textbooks and teaching guides) by the teachers. This needs to be linked to the development of MLL materials. If required by the State and District offices professional assistance could be provided by the TSG to bring in experience from other States.

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KERALA STATE REPORT

I. Introduction

1. The fifth DPEP Joint Supervision Mission (JSM) visited Kerala from March 11 to the 16, 1997. The team consisted of Peter Gam Henriksen (EC) and Juan Prawda (WB). The team visited the district of Malappuram. While in the district, the team observed primary schools with trained and non-trained teachers and two pilot multigrade sites in tribal areas of Mundakadavu and Nedumkayam. The team interacted with the staff from the District Project Office (DPO), the DIET, one BRC, one CRC, and one VEC. At the state level, the team reviewed the state component in the State Project Office (SPO), interacted with the DPO staff of the DPEP I districts of Wayanad and Kasargod, observed an in-service teacher training activity, the production of textbook's illustrations, and visited the SCERT. Courtesy visits were made to the State Secretary of General Education and his staff, and to the District Collector of Malappuram. The mission wants to record its appreciation for the hospitality and cooperation of the Government of Kerala (GOK), the staff and authorities of the state and district levels, as well as the schools and other DPEP entities visited. The team had a wrap up meeting with the State Project Director (SPD) where the main findings and recommendations were discussed. This report provides an informal summary of the visit and represents the professional views of the individual team members only. It may be subject to modifications in Delhi, further to discussion with the full JSM and with the Government of India (GOI).

II. General Overview

2. Project implementation in Kerala is progressing reasonably well since the last JSM. The following are major accomplishments of the DPEP execution in Kerala. The MLL school curriculum has been revised and new textbooks and teachers' handbooks have been developed for grades I to IV in three subject areas (Language, Mathematics and Environmental Studies) in three languages (Malayalam, Tamil and Kannada). Special care has been provided to appropriately illustrate these 48 titles, for which a cadre of children's' book illustrators has been trained. About 35 percent of the primary teachers of the DPEP I districts received a ten day teacher training program during the current school year. A State Resource Group (SRG) of about 60 professionals, encompassing school teachers, headmasters, selected DIET and BRC faculty, SCERT personnel, and representatives from NGOs has been constituted and is assisting in the design of the revised in-service teacher training program to be provided during the school year 1997-98. A multigrade program, comprising some elements gathered during the recent study tour of "Escuela Nueva" in Colombia, is about to be trialed with the technical assistance of the Rishi Valley School (a NGO from Andhra Pradesh) in 30 single teacher schools of tribal areas in all DPEP I districts. Several research studies recommended during the third JSM, including one of classroom observations, have been commissioned and two of them have rendered interim reports. All BRCs and CRCs are almost fully staffed and fully operational. The civil works program, especially the construction of BRCs and CRCs, is almost completed, and the one for additional classrooms, toilets and drinking water facilities, is well under way. The PMIS and EMIS are in place and functioning. The preparation of the AWPB for 1997-98 have entailed a more systematic community participation in microplanning exercises. The state has provided its 15 percent share regularly up to the 1996-97 fiscal year. Project expenditures as percentage of total budgeted outlays have considerably risen since the last JSM of Kerala. The team commends all the DPEP state and district authorities for the project accomplishments achieved so far.

3. Albeit the good progress made, some areas need to be addressed to continue strengthening project implementation in Kerala. All the DPEP I 1997-98 AWPBs have not yet incorporated to a sufficient degree, a critical interpretation of the data processed in the EMIS, nor have fully integrated the results of the district baseline assessment studies in their planning. In addition, authorizations of resource allocations seemingly

do not adequately consider the performance of previous AWPBs. AWPBs lack projections of different future medium-term enrollment scenarios emerging from the DPEP implementation impact in the participating districts. The construction of new schools as well as the replacement of rented schools and of old classrooms, authorized in the previous two AWPBs, has not yet started. Notwithstanding the increase in expenditures, these only represented 57 percent of the 1996-97 total budgeted outlay. The percentage of cumulative expenditure to total outlay was 41 percent. Delays in obtaining new school construction permits from the State authorities partially explain the above expenditure lags.

III. Follow-up on the Recommendations of the Third Joint Supervision Mission

4. The team reviewed the information on the status of the recommendations of the third JSM mission. The mission takes note that the following recommendations have been satisfactorily complied with. Almost all of the SPO, DPOs and DIET vacant posts have been filled. The few remaining sanctioned posts have not yet filled, although individuals have been identified. Procedures for appointing these individuals need to be expedite. The preparation of the AWPBs for 1997-98 have incorporated a more structured bottom up microplanning approach and have set more realistic targets. The studies on the utilization of teacher and school grants, as well as the one on the perceptions and reactions of students, teachers, parents and community to the new teaching methods and materials, have been completed and interim reports received. Assessments of classroom practices and teacher performances are being incorporated in the in-service teacher training scheme. These assessments will provide valuable information for the continued fine tuning of the in-service teacher training activities. Networking with NGOs of other states to assist in the capacity building is under way. The roles and functions of the Gram Panchyat Education Committee have been specified as of last January. SCERT is in the process of formulating an institutional development plan. GOI appraisal mission for DPEP II has endorsed the decision to constitute SIEMAT as an autonomous institution, and a consultant has been selected to formulate a detailed institutional project proposal.

IV. Institutional Capacity Building

5. The SPO and the visited DPO continue performing at satisfactory levels. The SRG has been constituted as the core of pedagogical renewal in curriculum revision, textbook and teachers' handbook development, as well as in the provision of in-service teacher training activities.

6. The team has noted that SCERT continues being a rather weak institution unable to meet, in a timely way, the technical assistance demands arising from the fast implementation schedule of DPEP in the State. In order to substitute for this lack of technical assistance, the SPO has been using alternative options. One such option is the SRG, comprising among other staff, 4 faculty members of SCERT. Another option has been an effective networking with other successful experiences elsewhere in India and abroad. Now that the SCERT is engaged in proposing an institutional development plan, caution has to be taken to ensure alignment of such proposal with the DPEP's approach and principles for enhancing the quality of education in the State.

7. The team met with the consultant that has been selected by the SPO to formulate an institutional proposal for SIEMAT. During the discussions, the team suggested that SIEMAT should operate as a demand-driven institution. It might wish to consider focusing its initial actions in: (i) the training of critical analysis and interpretation of the available DPEP data (EMIS, PMIS, BAS and SAS); (ii) fine tuning the top-down bottom-up planning approach to prepare future AWPBs, including the rational allocation of resources based on past AWPBs implementation performance criteria; and (iii) identification and training of leaders at all levels of educational management. Information was shared with the SPO regarding a range of potentially appropriate Management Institutions and/or experts in the field of Educational Management/Public Administration working with strategic thinking and decentralized planning.

8. The DIETs continue to be an important link in the pedagogical renewal chain, and thus in need of more structured institutional development. The DIET of Malappuram exhibits strengths that indicate a potential for being a more effective contributor in these efforts than many other DIETs in the country. Among these strengths, the team highlights the following: (i) as a result of a GOK decision, this DIET (as well as all the DPEP I DIETs in Kerala) has focused its activities in DPEP related areas and has discontinued its traditional non-DPEP programs; (ii) the DIET's faculty perceives that the DIET is well directed; (iii) the DIET is practically fully staffed (one position still vacant) and operational; and (iv) four selected DIET faculty members belong to the SRG. However, the mission takes note that the national policy standardizing the number and profile of staffing as well as the annual operational budgets of the DIETs nationwide may constrain the implementation of the training programs and the effective and timely monitoring functions of BRCs, CRCs and primary schools. The "one model fits all" is taxing those DIETs with a larger monitoring load over those with fewer burdens.

9. BRCs, CRCs and VECs are fully operational in Malappuram. The mission reviewed the classroom observation instrument developed by the BRC. The team notes that this instrument needs to be improved. A more useful pedagogical observation instrument should include a description of the observation as well as suggested interventions. The mission was impressed with the problem solving approach used by teachers in their monthly meeting at the CRC. The mission also takes note that the VECs are mostly engaged in monitoring teacher absenteeism, overseeing school construction and have participated in decisions on how to spend the annual school grant of Rs.2,000.

10. Kerala has made good use of the networking strategy suggested in the last JSM. SPO and DPO personnel have made observations/study visits to: (i) class interactions and teacher training programs organized by the Ekalevya NGO in Madhya Pradesh and Digantar NGO in Rajasthan; (ii) teacher training models and class transactions in the Lok Jumbish Parishad project in Rajasthan; (iii) development and use of self learning materials and the training of multigrade teachers in the Rishi Valley School in Andhra Pradesh and "Escuela Nueva" in Colombia; and (iv) non formal education models in the district of North Arcot in Tamil Nadu.

V. Access and Dropouts

11. The last JSM reviewed strategies addressing the access of socially disadvantaged groups to primary schools (such as awareness campaigns; gender-sensitive curricula and textbooks; appointment of female teachers, especially among Muslim students; gender sensitization of all project functionaries; etc.). This time, the mission focused its supervision on the preparation and planning of a pilot multigrade program to be implemented in 30 tribal villages in all the DPEP I districts in 1997-98. The Rishi Valley School program is going to train the multigrade teachers in the development of self learning materials. The elements of Children Education Committees and reading corners from "Escuela Nueva" will also be incorporated in the pilot program. This multigrade strategy will also address, at a later point, the situation of children forced to drop out of school as a result of the application of the Kerala Education Rules and Regulations, which is closing school with an enrollment of fewer than 50 children.

12. To address the high teacher absenteeism in remote areas, each DIET is providing a two year pre-service teacher training program to 40 candidates from those areas that satisfy the state pre-service entry level criteria (50 percent of the trainees must meet standard 10 and the complement, a standard 12 plus). The trainees are exposed to the renewed primary curricula and are required to spend a substantial part of their pre-service education with classroom practices. At graduation, these teachers to be will be posted to these remote areas.

VI. Improving Learning Outcomes

13. At the request of GOK, DPEP made a holistic and integrated effort to revise the MLL Curricula for grades I to IV, develop textbook and teachers' handbook, and design a subsequent in-service teacher training program. The SRG and the TSG played an important role in this revitalization process. The revised ten day in-service teaching training program for school year 1997-98 is now in progress and will incorporate all teachers of grades I to IV of the six DPEP I and II districts (about 28,000 teachers). The first 5 day cycle of this training activity is to be completed by June 1, 1997. To ensure quality along the entire in-service teacher training delivery process and minimize the information loss characteristic of any cascading scheme, an overlapping strategy has been built in by having the SRG participate as facilitators in the entire cascade at all levels. Kerala has pioneered among all the DPEP States the inclusion of pedagogical visioning modules in its in-service teacher training programs.

14. The team was informed by teachers that, during the current school year, problems were encountered with the delivery of textbooks in a timely fashion. The SPO has given assurances that, for the coming school year, it will ensure a timely delivery of textbooks in DPEP schools through distribution to the schools via BRCs.

15. The team observed a qualitative difference in the classroom transactions between trained and non-trained teachers. The trained teachers have produced and are using instructional and supplementary learning materials that keep the children actively engaged. Trained teachers act more as facilitators. The team also observed that students are more prone to ask questions in the classrooms with trained teachers. Children's' team work is noticeably absent in the schools with untrained teachers.

16. The SPD requested the team to furnish names of experts that could possibly assist the SRG in the development of more practical internal (for the teachers) and external (for the State educational authorities, SPO and DPO) diagnostic assessment instruments.

17. The team saw evidence of teachers using their Rs.500 grant in the acquisition and/or development of instructional materials, and of schools spending their Rs.2,000 in purchasing mainly bookshelves and room dividers. The team notes that the DPEP Districts have not yet spent their one lakh innovation grant, nor has the state spent its 20 lakh annual innovation grant.

VII. Improving Management and Local Decision Making

18. The 1997-98 AWPBs that have been prepared by the six DPEP I and II districts in Kerala are more strategic in nature and are inherently sounder and more consistent than the AWPBs prepared in the previous two years by the three DPEP I districts. Several factors have contributed to achieve better AWPBs. First, the Kerala Districts have been using the AWPB Preparation and Appraisal Manual prepared by the TSG. Second, there has been a more structured and systematic incorporation of the views emerging from the community microplanning exercises through the Visualization in Participatory Planning Methodology. Thus there has been a deeper internalization of the process and an enhanced ownership by their participants. There has also been a more transparent bottom up procedure of prioritizing and integrating the VECs' education demands by the BRCs, and then, the integrated BRCs' education demands by the DPO. Third, the AWPBs have made an effort to pair issues with strategies and contain more realistic targets. The team discussed with the SPO the desirability of developing a State DPEP Management Manual.

19. Nevertheless, there is room to improve the analytical nature of these plans. It is highly desirable that the information contained in the community microplanning exercises, the social-base data (when available), the EMIS and the baseline assessment studies (BAS) be critically interpreted against the general objectives of the DPEP and incorporated in such plans. In addition, the AWPBs lack enrollment projections. Finally, it seems that resource authorizations are not fully based on past AWPBs implementation performance. The team fully endorses the intention of the DPEP Bureau to arrange shortly for the provision of appropriate

training to the Kerala EMIS teams in the critical analysis and meaningful interpretation of these data. The team also welcomes the DPEP Bureau's proposal to include Kerala in the quality control effort to assess the reliability of the EMIS data in 5 percent sample of DPEP primary schools. In addition, there is an urgent need for NCERT to provide Kerala with analyzed and interpreted data of the BAS carried out last year, disaggregated to the village level.

20. The team noticed that the EMIS and PMIS personnel are carrying out their duties in a reasonable way. The team also noticed that the EMIS already comprises a data bank of two consecutive school years. As the Kerala DPEP I implementation process approaches its mid-term review (to be conducted sometime between the end of CY97 and beginning of CY98), it would be desirable to ascertain the extent to which the DPEP general objectives are being met in the Kerala DPEP districts as compared to non-DPEP districts. For this purpose, the EMIS data could be presented in terms of historical trends to assess changes over time in the: (i) net and/or gross enrolment ratios of targeted (girls, SC and ST students, as well as children with mild to moderate learning disabilities) and non-targeted DPEP groups; (ii) retention rates of the above groups; and (iii) learning achievement indicators (provided a good instrument with curricular and instructional validity is available). However, such an effort would be constrained by the fact that the current EMIS software is not compatible with the one used before and it is extremely slow. Furthermore, the school data collection format was not designed on the basis of a planning needs assessment. For planning purposes, the household survey developed by the SPO, seems to produce more relevant information.

21. The team has also noticed that the current BAS, notwithstanding its usefulness as a planning tool to start the preparation of district investment proposals, may have limited pedagogical applications to design corrective and/or preventive measures to address the State MLLs skills and attitudes not being mastered by the children. A review by national/international experts of the current measuring tools and analyses processes may be warranted at this time.

22. The team observed that the linkage strategies to converge the DPEP with other ongoing programs has been weak in the last two years. Nonetheless, the SPO has informed the team that with the new AWPBs these linking mechanisms will be formalised and institutionalised.

23. Finally, the team was informed by the DPEP Bureau that it is about to conduct consultations with the Kerala SPO to finalize and implement a plan to gradually decentralize selected DPEP management, supervision and technical assistance functions to the states.

Priority Actions

- In order to monitor the impact of the revised in-service teacher training program and the introduction of new textbooks and teachers' handbooks in changing class transactions, the team puts forward the following four pronged recommendation: (i) monitor and document the current in-service teacher training; (ii) continue the class observations by independent experts; (iii) design, with the help of national/international experts, teacher internal evaluation instruments to record and review students progress during the school year; and (iv) design, with the help national/international experts, external evaluation (assessment tests) to ascertain the extend to which State MLLs skills and attitudes are being mastered by children, and to design corrective and/or preventive pedagogical measures.
- In order to prepare inherently sounder and more analytical AWPBs in the future years, the team recommends that training be provided to: (i) critically analyze and interpret EMIS, BAS and social assessment data (when available); (ii) feedback the interpretations downstream (to teachers, headmasters, DPO officers, DIET faculty and BRC personnel); (iii) develop programs to transfer data from previous years in the old data base to the new data base; and (iv) construct trend indicators showing the extend to which the general DPEP objectives are being met. In addition, it is recommended that some simple projections be made of medium-term enrollment scenarios. Finally, past AWPBs implementation performance should be incorporated as additional criteria for resource allocations.

- In order to enhance the entire DPEP process, the team recommends the DPEP Bureau continue its support aimed at strengthening the inter and intra-state sharing of experiences in the following two directions: (i) for the SPO to document its innovations for the benefit of other DPEP States; and (ii) for the SPO to explore and tap expertise elsewhere in India and/or abroad concerning the enhancement of its current activities.

DPEP FIFTH JOINT SUPERVISION MISSION
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MADHYA PRADESH STATE REPORT

I. Introduction

1. A team of the fifth DPEP Joint Supervision Mission visited Madhya Pradesh (MP) from 11 to 15 March, 1997. The team comprised V.K. Agnihotri (GOI, State Team Leader), Thomas Eiscmon (WB, Mission Leader), Colin Brock (ODA) and David Smawfield (ODA). The team held discussions with the project authorities in Bhopal and visited the districts of Rajnandgaon, Rewa, and Schore. The district of Tikamgarh could not be visited due to law and order problems. The team wishes to place on record its appreciation of the arrangements made and the cooperation extended by the Government of MP, the officers and staff of Rajiv Gandhi Prathmik Siksha Mission (RGPSM) and others associated with the visit. The team gratefully acknowledges the assistance, hospitality and cooperation extended by the district authorities and the members of the community and their representatives.

2. A list of abbreviations used is at Attachment 1. The itinerary of the two teams in MP (Attachment 2), a list of persons met (Attachment 3), proformac for reporting gender disaggregated details of project staffing and institutionalizing use of MIS data (Attachment 4), tables providing progress of civil works in the districts visited (Attachment 5), and a discussion of the EMIS Database (Attachment 6), are attached.

II. General Overview

3. The MP state Government looks to DPEP as an instrument for promoting policy reforms and field trialing innovations for the primary education sub-sector, generally. Many changes and initiatives pioneered in DPEP, such as MLL competency-based in-service teacher training models and school mapping have been applied to throughout the state. In the case of school mapping, this DPEP supported innovation is now being used to identify needs and gaps in other social sectors. These spill-overs are evidence of the state government's very strong commitment to the success and sustainability of DPEP.

4. MP is to be highly commended, and should be held as an exemplar with regard to the strong, formalized, institutional links it has forged to promote convergence of services. These include the uniting of DPEP with the Total Literacy Campaign under one mission and project director; institutional links with the Mahila Samakhya Program, in districts where this operates; close collaboration with the panchayat system, through which 75% of project funds are presently channeled; and the way that NGOs have been used, in a very substantial way, as project partners.

5. The State of MP has recorded impressive gains during 1996-97 in utilization of funds (92%), first round of training of VEC members (100%), teacher training (97%), civil work of BRCs (94%), and staffing of the SPO (86%) and DPOs (87%). A participative process of pedagogical reforms involving SCERT, Ekalavya (an NGO) and Sikshak Samakhya (a UNICEF supported teachers empowerment program), have resulted in development of innovative teaching-learning packages (containing text books, activity kits, teacher's guide, a school library and other supplementary material). Issues of multi-grade and multi-group teaching have been addressed. Cluster Academic Coordinators have been appointed on full-time basis in CRCs to visit schools to teach and demonstrate, suggest an agenda of issues to be discussed in CRC meetings and provide other necessary guidance. For Alternative Schooling, non-grade continuous learning material has been developed with support for Digantar, a Rajasthan based NGO, and is in use to tackle the problem of dropouts and non enrolled children of school age. Lok Sampark Abhiyan (LSA) has been a major exercise in participatory micro-planning. The information obtained through house-to-house

survey has helped initiate discussion on local educational needs and priorities in the meetings of Gram Sabha (village assembly) and Gram Panchayat (village council).

6. Some of these successes have generated a new set of problems and issues. The LSA exercise has revealed 30% deficit in access in spite of DPEP, which has led the Government of MP to formulate an Education Guarantee Scheme (EGS). The sophisticated MIS tools that MP has developed, tailored to its own particular needs, may be of special interest to other DPEP states. These have brought into focus a new set of problems of schools with very few children. Empowerment of local bodies (to whom up to 75% of DPEP funds have been devolved) has led to articulation of demands for approach roads and upper primary schools (Ashram Shalas) for girls in tribal pockets which DPEP cannot meet. Additional training of panchayat personnel in DPEP objectives and guidelines has become an urgent need. Monitoring of achievements of DPEP objectives of access, retention and learning has not been found possible using EMIS in its present format since it is limited to project schools only. Success of awareness raising and mobilization efforts has resulted in high pupil-teacher ratios, specially in lower grades. At the same time, facilitating parents' active participation in VECs has proved to be a difficult task. Construction of civil works and approval of Annual Work Plan & Budgets (AWPB) on a large scale (19 DPEP-I district and 14 DPEP-II districts) has resulted in problems of quality too. To sum up, some of the major concerns of the state Government at present are: optimizing access, enhancing people's participation, teacher training, training of Panchayati Raj and village education committee personnel, and evaluation of academic processes.

7. Generalizations, like comparisons, are mostly odious, specially in a comprehensive project like DPEP. Presentation in a single report of observations made in three districts by two teams, therefore, has its limitations. However, the overall impression gathered by the team suggests that the institutions are in place except SIEMT, but optimal staffing of SCERT, DPOs, DIETs and BRCs is still a concern. The civil works are progressing but the construction activity will have to be speeded up to meet the target of completion by the end of 1997-98. There is some doubt among VECs whether drinking water and toilet facilities could be financed out of civil works budget. Community mobilization has taken place and decentralization processes are functioning. Teacher training is still to take into account the actual needs of the teachers. The decision to develop multi-grade teaching competencies among teachers is a good innovation but it has to be coupled with consciously building up their knowledge base to enable them to acquire pedagogical and assessment skills needed for teaching grades III to V in specific subject areas. In order to ensure MLL-based teaching learning practices, adherence to the policy of 210 days of instructions in a year is essential and the diversion of services of teachers to non-academic activities has to be avoided. Simultaneously a system for monitoring individual student learning performance has to be developed and the teachers trained in its use for diagnostic purposes. There is evidence of a high degree of convergence of other social sector programs with DPEP. The planning and monitoring systems, however, need to be further strengthened. The use of MIS and other data could be better ensured if there is allocation of resources to the districts on the basis of their performance in meeting the specific project objectives. The involvement of decentralized Panchayati Raj structures in DPEP planning and implementation could be made more meaningful if the system of social audit of DPEP expenditure through them is introduced and they are assigned a definite role in monitoring of the project activities.

III. Follow up on the Recommendations of the Previous Joint Supervision Missions

8. The team decided to follow up on the recommendations of the Third and Fourth JSMs together because the report of the Fourth JSM has expressed its inability to adequately assess the progress made in respect of the recommendations of the Third JSM on account of the short time span between the two missions. However, the recommendations already reviewed in the report of the Fourth JSM as well as those forming part of the TORs of the present mission are not elaborated here.

Fourth Joint Supervision Mission (The Way Forward):

| Sl. No. | Recommendation | Action Taken |
|---------|--|--|
| 1 | In order to produce realistic AWPBs for 1997-98, it is recommended that the different MIS be integrated, data from all available sources (baseline assessment studies, micro-planning, EMIS, PMIS, IMIS and LSA) be statistically analyzed and appropriate training be provided to incorporate the integrated data in the AWPBs. | Although AWPBs of DPEP-I districts for 1997-98 are much improved over the previous year, more needs to be done in incorporating data-based analysis into resource allocation priorities and plans. Preliminary training in preparation of AWPB has been provided to selected DPEP personnel. SIEMT and the SPO will provide more intensive training to district personnel as well as block-wise statistics needed to strengthen analyses and allocation decisions. |
| 2 | In order to deliver more effective DPEP services, such as training and monitoring, it is recommended that DIETs be strengthened. | Some strengthening has been done by completing buildings for 60% of the DIETs and filling up 79% of the posts. However, problems persist at some DIETs and also at SCERT. |
| 3 | In order to attain the long-term sustainability of DPEP objectives, it is recommended that the DPOs intensify their current community related activities and develop additional strategies leading to an increased sense of community ownership. | LSA is a step in this direction. A second round of training of VEC members, scheduled in May 1997, is expected to further intensify the effort. |

Third Joint Supervision Mission (Major Outstanding Issues):

| Sl. No. | Recommendation | Action Taken |
|---------|--|---|
| 1 | Poor representation of women at different levels, specially at the decision making levels in the districts. | Mobilization effort is being continued with the motivation of women members of panchayats. About 40% of VEC members are women. It is proposed to appoint a Gender Coordinators at BRC level during 1997-98. However, at least in one district, CRC Academic Coordinators who have been recently appointed are all male. A notional proforma for presenting gender disaggregated details of project staffing, shared at the state wrap up, is at Attachment 4. |
| 2 | Lengthen appointment of project staff as many staff are on contract basis for one year only, specially when a lot of money is being spent on building their capabilities through training and otherwise. | Service rules have been modified to increase the tenure of contractual appointment from 1 to 2 years. The contracts are renewable if performance is good. |
| 3 | Data quality needs attention. Better integrity of data could be ensured by sending processed IPMS reports back to school for comments. | Progress reports generated on the basis of 1996-97 data are proposed to be sent to grassroots agencies for feed back. LSA too is a step in this direction. However, the real question now is how to ensure the use of this data in planning and monitoring. |
| 4 | Data comparisons between projections and actuals are often missing. | New monitoring formats are reported to have been developed to monitor progress against the targets fixed. |

IV. Institutional Capacity Building/Civil Works

9. All the institutions are functional except SIEMT, which too is proposed to be registered as an autonomous society shortly. Its executive committee and organizational structure have been approved. The core faculty is expected to be in place and sent for training by mid-May 1997. It will inter alia provide training to DPEP as well as local bodies' functionaries. The CRCs are emerging as teacher empowerment centers, with the appointment of Cluster Academic Coordinators who are able to visit for one full day all the schools in their jurisdiction once in a month. A quarterly newsletter is being brought out providing documentation of their activities, details of teachers in the cluster as well as useful articles for teachers.

10. However, the problem of unfilled posts continues to plague several institutions, particularly the SCERT and the DIETs. For instance, in one of the DIETs visited (Khairagarh, Rajnandgaon) all the 7 posts of senior lecturers are vacant. In some cases temporary arrangements have been made, which need to be made full time. In the SCERT, resource persons from NGOs could be taken on secondment or contract. For energizing DIETs, creation of a DPEP post to be filled with a primary school teacher with demonstrated effectiveness on a contract basis could be considered.

11. Civil works relating to these institutions are progressing apace but in some cases the completion has been delayed. The construction activity will have to be speeded up to meet the target of completion by the end of 1997-98. Tables in Attachment 5 provide the update on details of financial status of civil works in the three districts visited.

12. Community mobilization has taken place and decentralization processes are functioning. The VEC meetings are being held once in about two months on an average. Attendance in these meetings is about 50 to 60% according to the records seen. The agenda for discussion largely relates to giving financial approvals for office expenditure, teaching-learning materials and maintenance works. In some cases, discussion ranges from issuing a warning to parents of children who are habitually absent to improvement of school environment and post literacy campaign. Realizing the need for giving a greater impetus to community mobilization, the project authorities are working out the details of a new training program for VEC members to be organized at the CRC level in May 1997 with greater stress on their role and responsibilities in the implementation of DPEP. Workshops have been organized with participation of VEC members to work out the details of the new orientation program.

V. Increasing Access, Reducing Dropouts and Repetition

13. As reported by the fourth JSM, several specific strategies have been designed and are being implemented to address the issues of access and retention, such as opening of new primary schools in inaccessible habitations, introduction of the Education Guarantee Scheme, multi-media and community mobilization for girls' education, SSKs for children in the 3-6 year group, interesting options in alternative schooling, convergence with the Mahila Samakhya program and the TLC, development of new teaching-learning packages for grades I to III and development of a bridge language for ST schools. **However, there are as yet no hard data to establish the project's impact on improving access and reduction in dropouts and repetition. There is need to initiate some studies to collect appropriate and disaggregated data in this area.**

14. The mission welcomed the interest shown by MP in prototyping and trailing alternative cost effective class-room construction technologies for primary schools. The progress of civil works relating to primary schools is similar to that of other civil works mentioned in Section 4 above. There is some doubt among VECs whether drinking water and toilet facilities could be financed out of civil works budget. This needs to be clarified. The provision of toilets and drinking water facilities in the schools needs to be stepped up,

and emphasis put on teaching children to use them. Convergence with other programs for provision of drinking water and with the Sanitation Mission for health education is being thought of to overcome the constraints on resources in this regard. This approach will be strengthened by the recent decision of the state Government to appoint CEOs as project directors of DPEP at the district level.

VI. Improving Learning Outcomes/Pedagogical Improvements

15. A fresh round of teacher training is expected to be delivered during May-June 1997 in the light of the new teaching-learning packages developed for grades I to III. Even though there has been good involvement of teachers in the development of these new packages, a formal assessment of training needs of teachers is indicated. The decision to develop multi-grade teaching competencies among teachers is a good innovation. However, teacher training now needs to look forward to the challenges that grades III, IV and V will provide in terms of developmental curricula and the continual elevation of the knowledge base of both pupils and teachers. Both multi-grade training and individual subject updating and reinforcement need to be included in this process.

16. The issue of making learning child-centered and joyful is inseparable from the constraints of the system in terms of availability of classroom space, teacher-pupil ratio, quality of teaching material etc. Some evidence of good impact of teachers' in-service training could be garnered during the visit in the use of attractive activity kits and low-cost teaching aids. However, there is need to undertake a systematic formal evaluation of the impact of teacher training on classroom transactions. It is understood that SCERT will soon undertake a baseline survey of teaching practices in 7 districts and has developed certain formats for teacher observation and obtaining feedback from teachers on training programs. It would be important to administer them in a systematic manner and analyze the results. External evaluation of effectiveness of teacher training programs and their responsiveness to teachers' needs is indicated as is better documentation of good practice. The video-taped evidence of good class-room practice is potentially an enormously powerful teacher training tool.

17. There is need to vigorously implement the state Government's directive not to divert services of teachers to non-academic activities in order that state policy with regard to the provision of a minimum of 210 days of instructions in an academic year is adhered to. This has implications for MLL-based teaching-learning practices, as does the development of profiling or other systems for recording individual student progress (quite different from class-room testing and assessment) by teachers. It is necessary that both these are considered a priority.

18. The team found ample evidence of utilization of teacher and school grants. The teacher grant is being utilized for purchase of material for preparation of teaching aids, office stationery and accessories. The school grant is being used for school maintenance and repair, purchase of material for preparation of teaching aids, servicing the meetings of VECs, organizing functions etc.

VII. Improving Management and Strengthening Local Decision Making

19. There has been greater devolution of authority and responsibility to the district level for the preparation of annual plans as well as an improvement in the quality of their presentation compared to the previous year. Much useful data is being collected through PMIS, EMIS, IPMS and LSA which opens up exciting possibilities of their use in planning and monitoring. This needs to be done in a systematic manner. A discussion of the EMIS database, shared at the state wrap up, is at Attachment 6. In order to ensure that high quality data being generated by various sources is purposefully used in planning, it would be essential that the districts are required to provide adequate justification for their budgetary requirements. The allocation of resources to various districts from year to year would also have to be linked to the

performance of the districts in meeting the project objectives. A proportion of the annual DPEP budget of the state may, therefore, be placed at the disposal of the SPO for this purpose.

20. It is to be appreciated that the State Project Office is expected to coordinate the DPEP activities of 19 DPEP-I districts and 15 DPEP-II districts. In due course it would be required to appraise and provide guidance for the preparation of 34 AWPBs. The pressure on the system is going to be tremendous, especially if the SPO takes an active role in advising and reviewing district plans as well as in monitoring their implementation. Although it will be difficult to justify creation of a large number of posts to cope with a seasonal activity like this, there is still need for somebody to provide systematic guidance and support to the district planning teams in order to build their capacities. Even though the plans have to be developed by the district teams, personal attention with considerable investment of time is absolutely essential. It is suggested that for this purpose a pool of trained resource persons be developed to be engaged during the budget preparation season to appraise AWPBs, obtain directions of SPO in respect of problems identified and get the budget proposals reworked by the DPOs under personal supervision. This expertise could be located in SIEMT or even partly elsewhere. Further training of the concerned personnel, in the wake of the manual developed by the Technical Support Group of EdCIL on AWPB Preparation and Appraisal, is indicated.

21. LSA has shown the way for consultation with the community in educational planning. It is to be ensured that the association of the community in the planning process involves mapping of resources and establishing of priorities through high quality participation on a continuous basis. Panchayati Raj bodies may be entrusted with the task of monitoring and conducting social audit of DPEP. For this, orientation of members of the VECs and Panchayati Raj in planning, implementation and monitoring of DPEP is of the essence. Formal structures may also be developed for the purpose. This would help underscore the positive aspects of community participation.

22. The LSA has revealed a 30% gap in access leading to EGS. Thus there is need for significantly large recurring finances to be set apart for the recruitment of new teachers. The mission strongly recommends that the state Government give even higher priority to primary education in public finance to fully implement its Education Guarantee Scheme as well to reach the desired pupil-teacher ratio of 40:1. This is necessary to ensure that the gains of DPEP-I are consolidated as the number of DPEP districts expands.

Priority Actions

The mission endorses the priority that has been given to production of MLL-based teaching learning packages for grades I to III and their scheduled introduction in all DPEP-I districts at the beginning of the academic session 1997-98, supported by adequate training of teachers in the use of these packages.

- **In order to ensure MLL-based teaching learning practices, the mission recommends that the state should ensure adherence to the policy of 210 days of instruction in a year and not to divert the services of teachers to non-academic activities. Simultaneously a system for monitoring individual student learning performance should be developed and the teachers trained in its use for diagnostic purposes.**

The mission strongly welcomes the serious attempts that have been made by the Madhya Pradesh state authorities to analyze and interpret comparative district performance. Accordingly:

- **It is recommended that consideration be given to the future allocation of resources to districts on the basis of their performance in meeting specific project objectives. A proportion of the annual DPEP budget of the state may be placed at the disposal of the SPO for this purpose.**

Madhya Pradesh management information systems have the capacity to identify which schools are still lacking in the provision of drinking water and toilet facilities.

- **It is recommended that future annual work plans address sanitation shortfalls and take into account the need to train teachers and children in the use of sanitation facilities, including those presently in place.**

ABBREVIATIONS

| | |
|--------|--|
| AS | Alternative Schooling |
| AWPB | Annual Work Plan and Budget |
| BEO | Block Education Officer |
| BRC | Block Resource Center |
| CEO | Chief Executive Officer |
| CRC | Cluster Resource Center |
| DIET | District Institute of Education and Training |
| DPEP | District Primary Education Program |
| DPC | District Project Coordinator |
| DPO | District Project Office |
| EdCIL | Educational Consultants India Limited |
| EE | Executive Engineer |
| EGS | Education Guarantee Scheme |
| EMIS | Education Management Information System |
| GOI | Government of India |
| IMIS | Integrated Management Information System |
| IPMS | Integrated Project Management System |
| JMS | Joint Supervision Mission |
| LSA | Lok Sampark Abhiyan (Public Awareness Campaign) |
| MIS | Management Information System |
| MLL | Minimum Levels of Learning |
| MP | Madhya Pradesh |
| MT | Master Trainer |
| NGO | Non-Government Organization |
| NPS | New Primary School |
| ODA | Overseas Development Administration |
| OIC | Officer-in-Charge |
| OSD | Officer on Special Duty |
| PMIS | Project Management Information System |
| PS | Primary School |
| RES | Rural Engineering Service |
| RGPSM | Rajiv Gandhi Prathamik Shiksha (Primary Education) Mission |
| SCERT | State Council of Educational Research and Training |
| SDM | Sub-Divisional Magistrate |
| SDO | Sub-Divisional Officer |
| SIEMT | State Institute of Educational Management and Training |
| SPO | State Project Office |
| SSK | Shishu Shiksha Kendra (Child Education Center) |
| ST | Scheduled Tribe |
| TLC | Total Literacy Campaign |
| TSG | Technical Support Group |
| VEC | Village Education Committee |
| UNICEF | United Nations Children's Fund |
| WB | World Bank |

TEAM'S ITINERARY IN MP

| Date | Place | Activity/Purpose |
|---------------------|--------------------------------|---|
| 11.3.97 | Bhopal | SPO Briefing |
| Rajnandgaon: | | |
| 12.3.97 | Mangal Bhawan, Rajnandgaon | VEC, Workshop |
| | Aari/Koñari (Dongargaon Block) | SSK, PS |
| | Mathaldabri (-do-) | VEC, SSK, LSA |
| | Metepara (Chauki Block) | CRC, PS |
| | Phadki (Manpur Block) | AS |
| | Malhar (-do-) | AS |
| | Jabkasa (-do-) | PS |
| | Manpur (-do-) | CRC |
| | Mohla (Mohla Block) | Additional Room |
| 13.3.97 | Khairagarh | DIET |
| | -do- | BRC |
| | Thelkadih (Khairagarh Block) | CRC |
| | Rajnandgaon | DPO (District Level Debriefing) |
| Rewa: | | |
| 12.3.97 | Maghiboga | AS |
| | Majhigawan | SSK |
| | Madeo | CRC, Prerak Samooh (Motivator Group) |
| | Pali | PS |
| | Rewa | BRC Exhibition |
| | | Discussions with the Collector, Janpad Panchayat Members, Sarpanch etc. |
| 13.3.97 | -do- | DIET, DPO |
| Date | Place | Activity/Purpose |
| Sehore: | | |
| 14.3.97 | Pachama | CRC, PS, SSK, NPS |
| | Sehore | DPO, BRC |
| | Indira Nagar | AS |
| | Sehore | DIET |
| | Rafique Ganj | PS, SSK |
| | Napla Khedi | NPS |
| | Gudbhela | PS |
| | Sonda | CRC |
| | Bhojpura | AS |
| 15.3.97 | Bhopal | SPO, Debriefing |

LIST OF PERSONS MET

| Name | Designation |
|-----------------------------------|--|
| <u>State Headquarters:</u> | |
| Mr. Shekhar Dutt | Principal Secretary, School Education Department |
| Mr. Sudeep Bannerjee | Principal Secretary, Tribal Welfare Department |
| Mr. Gopalakrishnan | Mission Coorinator |
| Mr.V.K.Kapoor | Managing Director, School Text Book Corporation |
| Ms. Amita Sharma | Mssion Director, RGPSM |
| Ms. Rashmi Sharma | Director, SCERT |
| Mr. Pankaj Rag | Project Director, RGPSM |
| Mr. Anirudh Mukherjee | OSD, RGPSM |
| Dr. Shashi Rai | Additional Project Director, RGPSM |
| Mr.P.C.Laad | Manager (Civil Works),RGPSM |
| <u>Rajnandgaon:</u> | |
| Mr.K.C. Gupta | Additional Collector & CEO DRDA |
| Mr. D.D. Singh | Joint Collector & OIC, DPO |
| Mr. Rafiq Ansari | Deputy Project Coordinator, DPO |
| Mr.C. Ekka | SDM & OIC DIET, Khairagarh |
| Mr.P.P.Khare | SDO, RES |
| Dr. R.P. Singh | Consultant, RGPSM |
| Dr. S.S. Tripathi | Lecturer, SCERT |
| Ms. Neeta Jain | Lecturer, SCERT |
| Ms. Bhawana Pande | Women Coordinator |
| Ms. Rajni Sharma | Vice Principal, DIET |
| Mr.L.B.Singh | President, Janpad Panchayat, Khairagarh Block |
| Mr. A.Q. Khan | BEO |
| Mr. S.R. Mahobe | BRC Coordinator, Khairagarh Block |
| Mr. Vinay Suram Singh | Block Academic Coordinator, Khairagarh Block |
| Mr. Rajendra Singh | Block Academic Coordinator, Dongargaon Block |
| Mr. V.R. Uikey | Block Academic Coordinator, Mohla Block |
| Mr. Suryahas Singh | MT |
| Mr. Surendra Mohan | CRC Coordinator, Metepara, Chowki Block |
| Mr. N.D. Sahu | CRC Coordinator, Manpur, Manpur Block |
| Mr.Prabhu Ram Ramteke | Sarpanch, Mathaldabri, Mathaldabri Block |
| Mr. C.S. Chowdhari | Head Master, PS Jabkasa, Manpur Block |
| Mr.Jagdev Singh Dhananjay | VEC Member, PS Metepara, Chowki Block |
| Ms. Gayatri Bai | Member Siksha Samiti, Chowki Block |
| <u>Rewa:</u> | |
| Mr. P.K.Das | District Collector |
| Ms. Rashmi Shukla | Deputy Director Education |
| Ms. Tanuja Shrivastava | District Manager, (Gender), SPO |
| Mr. P.Mishra | DPC |
| Mr. A.P. Singh | Project Director, TLC |
| Mr. D.P. Singh | President, Janpad Panchayat, Sirmour Block |
| Mr. S.G. Puranik | Principal,DIET |
| Mr.J.N. Tripathi | Vice Principal,DIET |
| Mr. R.S.Pandey | BEO, Sirmour |
| Mr. Ranveer Singh | CRC Coordinator, Mado |
| Mr. Parmeshwar Deen | Sarpanch, Mado |

Sehore:

Mr. L.S. Baghle
Mr. S.S. Netam
Ms. Phoolwati Rathore
Mr. V.K. Jagdhari
Mr. R.C. Jaiswal
Ms. Chandel
Mr. D.S. Sharma
Mr. Ramesh Rathore
Ms. Manam Sultan
Ms. Sheela Nair
Mr. M.K. Vyas
Mr. Karan Singh
Mr. B.L. Saxena

District Collector
Deputy Director Education
Gender Coordinator
Principal, DIET
Senior Lecturer, DIET
Lecturer, DIET
BEO, Sehore Block
BRC Coordinator
MT
MT
CRC Coordinator
Sarpanch
PS Head Master

CIVIL WORKS: FINANCIAL PROGRESS (Madhya Pradesh)
(As on 31.12.96)

(Rs. In Lakh)

| Sl. No. | Type of Work | Allocation as per 94-95 AWPB | Expenditure in 94-95 | Spill Over | Allocation as per 95-96 AWPB | Total Money Available in 95-96 Allocation + Spill Over | Expenditure upto 31.12.96 |
|---------|--------------|------------------------------|----------------------|------------|------------------------------|--|---------------------------|
|---------|--------------|------------------------------|----------------------|------------|------------------------------|--|---------------------------|

Rajnandgaon District:

| | | | | | | | |
|----|-----------------------------|--------------|--------------|----------|---------------|---------------|---------------|
| 1 | DIET | | | | | | |
| 2 | Block Resource Center | 36.00 | 36.00 | - | 18.00 | 18.00 | 12.51 |
| 3 | Cluster Resource Center | | | | | | |
| 4 | New Schools Constn. | | | | 180.00 | 180.00 | 147.08 |
| 5 | Existing Schools Reconstrn. | | | | | | |
| 6 | Additional Classrooms | | | | 76.50 | 76.50 | 74.14 |
| 7 | ECCE Centers | | | | | | |
| 8 | Toilets | | | | | | |
| 9 | Repairs | | | | 7.00 | 2.77 | 2.77 |
| 10 | Any other type of constn. | | | | | | |
| | TOTAL | 36.00 | 36.00 | - | 281.50 | 277.27 | 236.50 |

Rewa District:

| | | | | | | | |
|----|-----------------------------|--------------|----------|--------------|---------------|---------------|---------------|
| 1 | DIET | | | | | | |
| 2 | Block Resource Center | 27.00 | - | 27.00 | 13.50 | 40.50 | 39.64 |
| 3 | Cluster Resource Center | | | | | | |
| 4 | New Schools Constn. | - | - | - | 225.00 | 225.00 | 169.11 |
| 5 | Existing Schools Reconstrn. | | | | | | |
| 6 | Additional Classrooms | - | - | - | 24.00 | 24.00 | 24.00 |
| 7 | ECCE Centers | | | | | | |
| 8 | Toilets | | | | | | |
| 9 | Repairs | - | - | - | 26.00 | 26.00 | 16.81 |
| 10 | Any other type of constn. | | | | | | |
| | TOTAL | 27.00 | - | 27.00 | 288.50 | 315.50 | 249.56 |

Sehore District

| | | | | | | | |
|----|-----------------------------|--------------|-------------|--------------|---------------|---------------|---------------|
| 1 | DIET | | | | | | |
| 2 | Block Resource Center | 15.00 | 3.75 | 11.25 | 7.50 | 18.75 | 18.75 |
| 3 | Cluster Resource Center | | | | | | |
| 4 | New Schools Constn. | | | | 135.00 | 135.00 | 115.71 |
| 5 | Existing Schools Reconstrn. | | | | | | |
| 6 | Additional Classrooms | | | | 67.50 | 67.50 | 60.13 |
| 7 | ECCE Centers | | | | | | |
| 8 | Toilets | | | | | | |
| 9 | Repairs | | | | | | |
| 10 | Any other type of constn. | | | | | | |
| | TOTAL | 15.00 | 3.75 | 11.25 | 210.00 | 221.25 | 194.59 |

EMIS DATABASE

MP has taken the initiative to develop an integrated project management information system of its own (IPMS), to compliment the basic EMIS formats to be adhered to under DPEP for central purposes. The MP IPMS allows for the gathering of extremely important data in relation, for example, to attendance (of pupils and teachers) and the number of days on which schools are opened. Not only will such data provide a far more meaningful understanding of what is happening in relation to pupil retention and school performance, the mere process of information gathering of this kind has the potential to be a very powerful tool in raising standards of efficiency and accountability. Data on number of days schooling also have significance for the design and standardization of programs of instruction and MLL testing.

Additional and complimentary to the IPMS and EMIS systems, a wealth of computerized data is also now maintained in MP as a result of Lok Samparka Abhiyan (LSA) house-to-house survey/village mapping/micro-planning activity. Enormous possibilities have been created for cross-correlation. Even as the systems stand at present, there is a capability for generating data showing what statistical links exist between enrollment and attendance and the provision of, for example, girls' toilets, a water supply, or early childhood education centers. The significance of other variables, such as proximity of higher primary schools, can also be determined.

Comparison of present EMIS and LSA data shows a significant "exaggeration factor" in reported EMIS enrollments. (It is also likely that village level mapping activity will also have to some extent exaggerated reported school enrollment on the part of parents). Regular "triangulation" exercises, through spot-check sample surveys of schools, are highly desirable to obtain an exaggeration coefficient for both data sets. The sophisticated project management tools that MP has developed, tailored to its own particular needs, may be of especial interest to other DPEP states.

The team discussed, at some length, with one of the district teams, the processes of gathering EMIS data. It inspected samples of the booklets used for this purpose. While it is understood that VECs (or other independent local bodies) have been involved in the verification process in some cases, this is something that has not yet been fully institutionalized. A desirable future first step, might be that all "returns" should be stamped by an independent local countersigning authority. Furthermore, when the time comes for the existing record forms to be reprinted, it might be wished to take the opportunity to modify the design of the forms to make provision for such signatories, thereby institutionalizing a system of cross-verification.

It is very encouraging that SPO staff recognize the kinds of possibility for data interpretation identified above. They have also had some training, and show some skills in data interpretation. They are strongly encouraged to begin asking questions of the data base, to interpret findings, and to use the information to inform project planning. At district level, however, no evidence was found that such possibilities are presently recognized or understood to any significant degree. There are capacity building implications here. The presentation of tabular data is highly desirable in district and other level status reports and this has now begun. To build on this, a way needs to be found to "institutionalize" or make routine, particularly at district level, the interpretation of such data for planning purposes. One way forward may be to advocate that no such data should be presented in any report without some attempt being made, in narrative form, to point up: (a) the important features of the table in question; (b) key trends which are emerging from comparison over time; and (c) the implications these findings have for project planning. (One possible proforma was shared during the wrap-up, to provoke further reflection on this issue).

DPOs are encouraged to display prominently, in their offices, the GANTT charts which mark out their program of activities. This helps to keep work time-bound and target driven. It is also desirable that individual DPO staff members should develop the skills to draft and organize their own personal

work plans in a similar way, and this is an aspect of capacity building that the project may wish to consider.

The state and district project offices, during their routine project status reporting, are strongly encouraged to present gender disaggregated details of project staffing. Ideally, as also advocated by the DPEP Bureau/TSG, it can be helpful to include data columns which show "percentage of female staff at present" and "percentage of female staff last year". This can be extremely helpful in focusing planners and managers on the desirability of increasing female representation over time and ensuring that appropriate strategies are put in place. An example of the need for these is that all 147 Cluster Academic Coordinators, recently appointed in Rewa district, were male. (A notional proforma was shared at the state wrap up for purposes of illustration). It is also desirable that monitoring of female representation is extended as widely as possible to include, for example, female teacher recruitment and female participation in VECs.

**DPEP FIFTH JOINT SUPERVISION MISSION
(March 9-21, 1997)**

ORISSA STATE REPORT

I. Introduction

1. The Joint Supervision Team comprising Mr Saurav Banerjee (World Bank) and Mr David Theobald (EC) visited Orissa State from 11 to 15 March 1997. The team had meetings with the Commissioner/ Secretary Department of Education and the State Project Director and their staff. They traveled to Rayagada district and visited a few schools, the DIET at Jeypore and had discussions with district education personnel and members of the district planning team. The team also talked with teachers, parents, village representatives, ICDS staff and NGO representatives. We would like to thank all those who planned and assisted us during the visit, especially the State Project Director, Prof. D. K. Roy and for the detailed documentation provided.

This report provides an informal summary of the visit and represents the professional views of the individual team members only. It may be subject to modification in Delhi, further to discussion with the full Joint Supervision Mission team and with GOI.

II. General Overview

2. Orissa has just started the programme and needs to build on its recent experience and push ahead with its planned programme using the staff who have been oriented and trained; continuity of trained staff is essential at this stage of the programme. Funds for the first year (Rs 870 lakhs) were released by the DPEP Bureau to the state in January 1997; the state's 15% contribution (Rs 130 lakhs) has been sanctioned but not yet deposited with the state society. Due to this late receipt of funds only a few initial activities have been taken up in the first year of the programme and most of the scheduled activities for the first year will now be taken up in the second year. The AWPB for 1997/8 has been prepared and sent to DPEP Bureau for comment and approval.

3. Progress on making appointments has been affected by a ban on recruitment during the Panchyati Raj elections which were announced at the end of September 1996 until they were completed in February 1997. There has been a marginal improvement in the staffing position at various levels. Most of the key staff at the SPO are in position. District Project Officers and other key DPO staff in four of the five districts have been appointed. Staff appointments in Rayagada district have been delayed, but are expected soon. Coordinators for training, gender and tribal issues at the DPOs need to be recruited as soon as possible. The SIEMT has started operation from the State Project Office with two key staff. DIETs are still suffering from a shortage of staff and three of the four DIETs in the DPEP districts have had acting Principals for 6 to 12 months. BRC coordinators have recently been appointed together with a secondary school headteacher as a temporary part-time centre administrator; we suggest that the need for a separate administrator post be reviewed and if found necessary appoint someone with more experience of primary education. Academic resource groups have been set up at state and district levels to support a weak SCERT and DIETs. These groups need to look to co-op/ contract young people working in the areas of social development and management to complement existing educational expertise. There are few women in project posts for various reasons including a reluctance of women to travel on their own in rural areas. Alternative strategies need to be explored to use capable women on short term/ consultancy basis to ensure access and consideration of women's views, suggestions and potential contributions.

4. A large number of teacher vacancies persist so that many one teacher schools are yet to be upgraded to two teacher schools under OB due to court orders and a delay in recruitment. The opportunity should be taken to review teacher: pupil ratios and teacher deployment in order to make the most effective use of existing teachers and control any further necessary recruitment.

5. Civil works activities have been started. The State Project Office has been renovated, the site for the SIEMT has been identified and design drawings are ready. The state has decided on the agencies for construction; IDCO for new school buildings, DRDA for BRCs and other communities or DRDA for additional classrooms, repairs, handpumps and toilets. The BRC design drawings and bid documents are ready and have been sent to DPEP Bureau for approval; BRC sites have been identified. Designs for school buildings are being developed, helped by the recent civil works seminars, but a more cost-effective approach is yet to come out. A part of the innovation fund has been used to engage architects to prepare innovative and cost-effective designs; the results of these innovations in civil works need to be quickly assessed and fed back into the larger construction programme.

6. A teacher training strategy paper has been produced and will be developed further over the next few weeks; orientation training for DIET staff, primary school inspectors and a number of key Headteachers has started.

III. Follow-up on the Recommendations of the last Supervision Mission (see attachment)

IV. Developing Strategies for Pedagogical and Quality Improvement

7. Four of the project districts, Rayagada, Gajapathi, Kalahandi and Bolangir have significant tribal populations with low enrollment and retention rates. A significant thrust of the pedagogical improvement strategy is targeted toward the needs of tribal pupils and those who teach them. The strategy which was developed at a state workshop in October 1996 is ambitious but well thought through. These tribal districts border on Madhya Pradesh and Andhra Pradesh and that both states have been developing learner centered materials and teacher training programmes, we encourage the state and district teams to work together with their neighbours in the areas of language development of tribal children, materials development and trialling, assisting non-tribal teachers with tribal language learning and orientation towards tribal cultures.

8. Many of the schools in the project districts are small with between one and three teachers; multigrade teaching even without teacher absenteeism (which is reckoned to be around 10%) is the norm. Earlier training (OB, New Education Policy and SOPT) discussed multigrade, and multilevel, teaching issues but provided little practical advice or assistance to teachers. Many pupils are without textbooks due to reasons which include poverty/ reluctance to purchase and late/ inefficient distribution for those entitled to free supply. We suggest that in developing the teacher training strategy further that priority is given to multigrade, multilevel teaching/ learning situations often with inadequate materials. Practical examples of locally relevant topics in health, environment etc. using low cost materials which might be provided out of the Rs 500 grant per teacher need to be developed by experienced practicing teachers. The needs of the girl child need to be emphasized in all training; it was rarely mentioned in discussions.

9. The (teacher) training strategy is to be further developed over the coming weeks and we suggest that in building on the current draft the district and state teams consider and clearly spell out: priority training needs of key groups of people and institutions, the development of the strategy, training development group, training materials for resource persons and those who will be trained, training of trainers, trialling and feedback for quality improvement, the relationship with other key interventions such as textbook renewal and community ownership, planning and delivering the various training courses, and monitoring and evaluation. The role and purpose of training through distance education techniques needs to be developed more clearly than at present.

10. The proposed review of MLL textbooks for gender sensitivity and incorporation of positive gender and tribal role models and topics will need to be taken into account in the development of current and subsequent training courses. Future trialling of textbooks could benefit from the rich experiences of Kerala and Madhya Pradesh and we encourage the state materials development teams to invite experienced people

11. We suggest that in the 1997/8 work plan that priority is given to developing a training strategy that is a quality improvement on earlier training programmes and building up the training resource group and master trainers. Implementation of the mass training of teachers may be rescheduled as and when trainers, training materials and support systems are fully in place.

V. Establishing Processes and Mechanisms for Improving Management and Strengthening District Planning and Decision Making

12. The 1997/8 AWPB has been evolved after discussion at the district, block and village level. However, the plans need to show a more differentiated approach at sub-district level; they are presented as financial statements with more emphasis on financial rather than planning aspects. The mid-year 1996/7 appraisal comments were reported as limited to also financial rather than strategic aspects of the programme. The planning of the various components in terms of 'the present situation - areas of concern - objectives - interventions - targets' needs to be made clearer in most cases. Priorities need to be more clearly identified, based on community level interactions and EMIS data, justified and translated into strategies and schedules. Many activities are proposed to be taken up simultaneously resulting in targets which are probably unrealistic. In a more participative process, which takes into account suggestions and feedback from the lowest level, the priorities and strategies may vary from community to community and district to district. This should be more clearly reflected in the AWPBs. We suggest that the recently developed 'Guidelines for the preparation of AWPB' by TSG are followed in the 1997/8 mid-year revisions and subsequent plans.

13. The MIS system has been established on a temporary basis. Bids have been invited for the supply of hardware. District MIS staff have just been recruited and need to be trained; state MIS staff have just been selected. The SPO proposes to engage eight NGO organizations to undertake micro-planning in one block each on a pilot basis. The terms of agreement are however yet to be finalized. The VECs will take over the micro-planning and school mapping activities once they are activated and trained.

Priority Actions

- **Cross state collaboration:** The SPD and staff of DPEP assured us that in the next three months they would invite experienced people from other DPEP states to work closely with various teams on the pedagogical improvement area especially for tribal pupils (especially girls), materials development and training, and quality training programmes.
- **Improving planning:** It was agreed that district project officers and coordinators will develop future plans on greater community level interaction and use of available data (e.g. EMIS, baseline & social assessment studies) leading to more differentiated plans which follow the latest guidelines.
- **Construction:** All preparations for the BRCs need to be completed so that construction can begin as soon as the monsoon season is over and a series of cost-effective school designs needs to be developed.

| Key Action | State Report | Team's Observations |
|---|--|--|
| Launch dissemination of DPEP Objectives by March 1997 | Workshops, meetings and seminars have been held | — |
| District plans need to be reviewed | AWPB 1996/7 revised by district planning teams. AWPB 1997/8 produced and awaiting comments/ approval from DPEP Bureau | Planning strategies and priorities need to be linked to objectives and presented more clearly in subsequent plans |
| Ensure appointment of all core staff within 30 days and complete appointment and training of SPO and DPO staff by 31/3/97 | Core staff in SPO appointed. DPOs in post. All core staff in Bolangir appointed; others to be filled by 10/3/97. | Core SPO staff in position except gender coordinator. 4 out of 5 DPOs in position. SPO and DPO staff yet to be fully trained |
| Establish TRGs, select staff by January 1997 and arrange for participation in national training programmes | TRGs established at state and district level and participated in various national training programmes | — |
| Awareness campaigns for community involvement and activating VECs | Guidelines prepared, including orientation module for VEC, and district teams oriented. VECs yet to be activated | — |
| MLL textbook should be introduced into whole state. Training modules on MLL should be prepared. | MLL textbooks introduced in Class 1 for whole state in July 1996. Training modules prepared by SCERT and master trainers trained | DPEP Bureau has suggested that all MLL training modules are further revised. Initial training ongoing; further incremental training planned. |
| Training of untrained teachers | Distance education programme has been taken up | The need and strategy for training untrained teachers is yet to be developed |
| Staffing of DIETs and rehabilitation of facilities | Vacant posts have been filled up. Rehabilitation and facilities planned in AWPB for 1997/8 | There are still vacant posts in DIETs especially in the outreach, planning and development branches |
| Preparation of teachers handbooks | SPO and SCERT have initiated preparation of teachers handbooks on MLL and activity oriented, child centered activities | SPO expect to complete handbooks for tribal teachers by end June 1997. SCERT timescale for standard teachers handbook yet to be determined |
| Install computer hardware and appoint computer operators | SPO computer room constructed and computers hired. Staff to be posted shortly both at SPO and DPOs | Bids invited for hardware. DPO MIS staff appointed. SPO MIS staff have been selected |
| Convergence of services | Linkages developed with NGOs and state level officials in elementary education, SCERT, RIE, SIET, SRC, Welfare and Health, PR, Labour, Women & Child Welfare | Convergence needs to be developed at all levels especially in the villages and in collaboration with the new Panchyati Raj institutions |
| Potable water and adequate sanitation facilities | Provision made in AWPB 1997/8 | Local communities and VECs can be encouraged to take up this work |
| Mobilize resources for repairs of school buildings through other government schemes | Ongoing through OB, JRY | Convergence with DPEP programme needed to avoid duplication |
| Priority to construction of BRCs | Provision in AWPB 1996/7 & 1997/8. BRC design/ drawings | Preparation for construction must be completed by end of |

**DPEP FIFTH JOINT SUPERVISION MISSION
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WEST BENGAL STATE REPORT

I. Introduction

1. The DPEP State and District proposals submitted by the Government of West Bengal were appraised by the Government of India and the Overseas Development Administration in May 1996. The project is currently awaiting final approval from the Expenditure Finance Committee and will, when approved, be funded through a grant from the Overseas Development Administration. Two members of the fifth DPEP JSM Ms. Mervi Karikorpi (EC) and Mr. John Shotton (ODA) visited West Bengal from March 11-15, 1997 to assess the preparedness of the State and Districts for implementing DPEP and to suggest measures which could facilitate project implementation, particularly the planning and pedagogical processes. The team met with the Minister for Human Resources and Development, officials at the Department of Education, State and District project officers, faculty members at the SCERT, Panchayat representatives, teacher educators, head-teachers and assistant teachers, VEC members, NGO members and children. The mission thanks the Department of Education, West Bengal and all the officials in Bankura and South 24-Parganas Districts who facilitated the work of the mission and provided generous hospitality. This report provides an informal summary of the visit and represents the professional views of the individual team members only. It may be subject to modification in Delhi, further to discussion with the full JSM team and the GOI.

II. General Overview

2. The mission took due cognizance of the fact that the Government of West Bengal has only been able to proceed with pre-project funding but the basis for this progress review were the recommendations of the March 1996 appraisal mission as recorded in the Aide-Memoire dated 4 June 1996 and the 1996-7 revised AWPBs for the State and District components of the project.

3. The preparation priorities suggested in these documents are:

- Clarification of necessary project planning and management capability,
- Consideration of capacity for administrative and financial planning,
- Prioritization of areas for training in relation to project staff training, teacher training and community leader training,
- Identification of key issues in relation to community mobilization,
- Planning for the use of alternative and/or traditional technologies for the construction and maintenance of new buildings and
- Elaboration of main areas for monitoring, evaluation, impact assessment and action research.

4. Despite a minimum of funding and with in consequence only a skeleton staff at both State and District level the mission was impressed by the amount, nature and quality of preparation in most of the above areas.

5. At the State level thirty major workshops have been held in 1996-7 that have led to major progress in these areas. The mission would like to highlight four, namely those addressing: the functioning of District institutions (44 participants), school mapping and microplanning (37 participants), pedagogy (18 participants) and functioning of BRCs, CRCs and VECs (44 participants).

6. Similarly at a district level in all five DPEP districts serious attention has been given to implementation (where possible) and review of the AWPBs for 1996-7. The mission would like to highlight the site selection for all new schools, BRCs and CRCs across most of the Districts and review of fund flow respectively. In addition it is clear from the Districts visited that workshops held at a State level have had an impact at a District level with South-24 Parganas undertaking comprehensive Block and Village mapping which will now underpin their micro-planning.

7. The mission feels that these initiatives are representative of fundamental progress in preparation for institutional capacity building, establishing processes and mechanisms for monitoring, developing strategies for pedagogical improvement and improving management and strengthening District planning.

8. The mission notes, however, limitations in two areas in particular; pedagogical innovation as opposed to pedagogical improvement and the development of an evaluation and impact assessment mechanism that can inform the project from the outset.

III. Follow up on the Recommendations of the last Joint Supervision Mission

9. West Bengal is unable to follow up any recommendations from the last JSM as this is the first time the State has been visited as such. However, the mission did feel it important to comment on progress evident in relation to the recommendations made as a result of the May 1996 appraisal mission.

10. It would be difficult for the State to have acted on all of the recommendations made given that there are some sixty five in total and that many can only be addressed when the project begins. It is clear, however, that the recommendations have been taken very seriously with six State Government orders having been issued which relate directly to some recommendations.

11. The mission would like to highlight three recommendations that have been comprehensively acted on namely 5.2 relating to clarifying the role of the Panchayat Raj in the DPEP, 5.37 relating to clarifying the role of the DLCC (in relation to both these see section 5) and 5.16 relating to alternative schooling.

12. Concerning the latter it is clear that there is a level of awareness of the role and importance of alternative schooling that reaches from government to village level.

13. On March 6, 1997, the Joint Secretary for Education sanctioned the establishment of 1000 CECs in rural areas of the State, 382 of which will be in the five DPEP states, under the direct control of the Panchayat Samitis and overall supervision of the Zilla Parishad. These CECs will have flexible opening hours but the duration of teaching and learning will not be below three hours per day and the total number of working days will not be under 200. Similarly, enrolled children will be provided with standard text books of appropriate grade. These Centers will not be "second class" schools. On the contrary they will be a genuine alternatives for working children who may not be reached by formal schools and will be an integral part of the DPEP initiative. Each CEC will have three Siksha Sahayikas who will be engaged by the Panchayat Samiti on a part-time basis with a preference for local women over the age of forty. The mission wishes to highlight this initiative with its roots in an equity focus and which clearly captures some of the conclusions of evaluations conducted in other States employing a similar approach, the Shiksha Karmi project in Rajasthan for example.

14. So too with the proposals across the State to develop ashram-type schools. Children whose parents are itinerant laborers and whose lives are dictated by the availability of seasonal work may never be able to attend school regularly and Bankura District, for example, is proposing the construction of twenty ashram-type schools with residential accommodation for both girls and boys in the first two years of the project. These schools will be located in tribal areas and are seen as being critical to the achievement of equality of opportunity for tribal children.

IV. Developing Strategies for Pedagogical and Quality Improvement

15. It is clear from the State and District project and AWPBs that the need for pedagogical and quality improvement is paramount with the emphasis on extensive teacher training strategies. The SCERT is to be strengthened, the PTTIs developed and one of the latter in each district up-graded to a DIET. Similarly there is a developing awareness of the potential of BRCs and CRCs with regard to in-service training. The mission stresses the need, however, to attend to the strengthening of the SCERT and DIETs and a clarification of the role of staff as a matter of urgency. Furthermore all Districts recognize the need for the development of resource materials, learning activities and teaching methods that can ensure increased enrollment and retention and the successful delivery of MLLs and that this is both a pre-service and in-service issue.

16. However, the issue of improving the quality of teaching and learning in primary schools cannot be addressed unless there is a significant amount of pedagogical innovation. Two factors make this inevitable, one, that whatever the success of the DPEP, pupil-teacher ratios are likely to remain high for the foreseeable future, and two, that the

combination of the demands of teaching to MLLs in a multi-level context demand creative, innovative teaching methods.

17. Essentially it is a question of the teacher needing to become increasingly resourceful and training programs reflecting this need. In the first instance this has to entail the development of a wide range of resources geared to programs of individualized learning. This should include stimulus material that is activity-based and multi-level task cards the use of which demand the internal reconstruction of classrooms and the development of group activity.

18. Secondly there is a need to recognize that no school has contained within its walls all the resources for learning. The teacher needs to be able to develop and use what materials might be at hand but also what lies within reach of the institution. How often a school has within a few minutes walk actual resources for learning that are part of a child's culture, immediately accessible, immediately understandable. Similarly a school will often have experience, skill and goodwill on tap from members of the local community waiting to be used and glad to feel useful. There will be considerable advantage to the teacher who has systematically stored information about what is known and available locally; and it is worth realizing that nothing arouses so much support for an institution as feeling that you are being of use to it.

19. Thirdly, with both the former issues in mind the teacher will need to become more sociable in the classroom and the school. The child might be moving about, taking what is to be had from every possible source and if teachers are to be useful in guidance through that maze, they will need to have threaded it themselves. This is a generalized strategy for the development of a pedagogy without frontiers that is essentially student-centered.

V. Establishing Processes and Mechanisms for Improving Management and Strengthening District Planning and Decision Making

20. The project management and planning in the five DPEP districts is closely linked to the three tier administration comprising both Government and elected bodies. West Bengal has a strong and powerful Panchayat Raj System which is involved in the implementation of projects such as the Total Literacy and Post Literacy Campaigns, the Integrated Child Development scheme and the Child Education Center scheme, all aiming to improve the welfare of the most disadvantaged children. Within the State administrative structure separate organizations exist for school administration: at State level the Primary School Board approves the school curriculum, and the District level Primary School Councils appoint the teachers.

21. What augurs well for the DPEP in West Bengal is the evidence of the Government's efforts to improve the co-ordination between the general and school administration as well as the Panchayat Raj System. The District Co-ordination, Planning and Core Committees, Block and Cluster Co-ordination Committees and the VECs

constituted by the Government of West Bengal for the implementation of the DPEP include representatives from all the three bodies providing, thereby, a platform to improve the convergence of various social sector services and to tap the existing experience and capacities for the benefit of the DPEP.

22. The SPO, DPOs and BRCs are already functional, although understaffed due to the delay in the start-up of the project. Utilizing the pre-DPEP funds the SPO and the DPOs have organized a number of workshops on microplanning and school mapping as well as on the preparation of the DPEP Plan. The mission noted that apart from planning techniques the orientation of the Panchayat Raj members, inspecting officers and teachers' associations to the preparation of the DPEP Plan often comprised discussions on the nature of the change required at schools and in the pedagogy.

23. The VECs have been established and many of them have had several meetings. Most noteworthy, over 3000 in South-24 Parganas have opened their bank accounts with voluntary contributions amounting to a minimum of Rs 500. There is a need, however, to ensure the active participation of women in VECs possibly by encouraging women representatives to meet alone in advance of the meeting and by devolving specific responsibilities to women.

24. There is a strong social awareness in West Bengal rooted in a specific political culture and evidenced in the highly successful TLC in West Bengal, and many of the successful development projects have relied on the assistance of voluntary workers and local NGOs. The challenge of the DPEP is to bring all the existing capacities together and further strengthen them in areas such as pedagogy and school management. The management infrastructure created for the DPEP provides a good starting point for this. As the preparation for the DPEP started in 1995, the stakeholders at all levels are waiting impatiently for the actual initiation of the project. To avoid losing the momentum and enthusiasm created in the districts and villages it is important that the SPO, DPOs and BRCs are fully staffed with improved office space and facilities as soon as possible. There is also a need to review the 1997-8 Plan to adjust the objectives and workload realistically to the current situation.

25. With regard to building construction, particularly new school buildings, a State level workshop with the civil engineers of the Zilla Parishads of the five DPEP districts and other officers of the SPO and the DPOs was organized with the help of a NGO called FOSET where different methodologies of low cost housing using alternative technologies were discussed. The mission team encourages the SPO to review the alternatives for school construction in more detail as well as to establish close supervision and monitoring of the construction activities which is required throughout the construction period.

26. A number of studies including a Baseline Assessment study, a Finance study, an Institutional study, a Gender study and a SC/ST study have been undertaken in the course of the program preparation and their findings are reflected in the State and District Plans.

In this context the mission team was impressed by the quality and strong educational and social focus of the plans. During the preparatory phase of the DPEP West Bengal has established linkages to a number of experts in institutions such as the Indian Statistical Institute Calcutta, the Indian Institute of Management Calcutta and the University of Calcutta, and this could serve as a starting point for a more extensive resource base attached to the DPEP.

27. However, the mission team felt that research, monitoring and evaluation is an area where special input is required. While the DPEP West Bengal is fully committed to adopt the PMIS and EMIS, the capacities to utilize the data efficiently need to be strengthened. More importantly, the benefits of a comprehensive evaluation system for the quality assurance of the program implementation has not yet been fully internalized. One of mission team's recommendations concerns the strengthening of the capacities in the field of monitoring and evaluation.

Priority Actions:

- The mission recommends that immediate attention is given to the provision of improved office space and facilities at a State and District level.
- The mission recommends that within six months the SPO prepares a plan outlining proposals for the development of an evaluation and impact assessment mechanism. This mechanism could include:
 - * The establishment of a pool of resource personnel and a state level evaluation cell,
 - * The development of a set of quantitative and qualitative indicators of implementation,
 - * The organization of a quantitative stratified sample surveys to verify the EMIS data and generate areas of concentration for qualitative case study work and
 - * The prioritization of qualitative case studies.
- The mission recommends planning for a comprehensive in-service teacher training program that address the pedagogical areas outlined in section four above. This could include:
 - * Development of supplementary teaching/learning materials supporting individualized learning,
 - * Training modules examining the development of continuous forms of assessment that focus on learning achievement,
 - * Consciousness-raising for utilization of local resources, and
 - * Training modules examining the teachers' new role at school and in the community.

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